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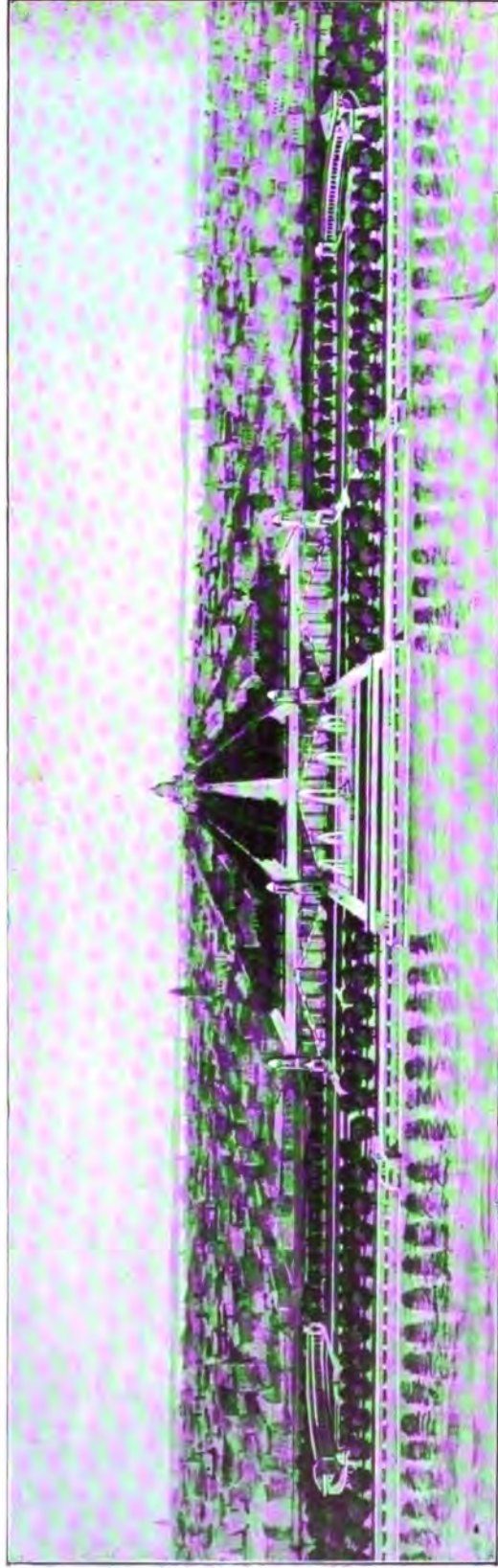












Proposed treatment of the Lake Monona Waterfront and the Approach to the new State Capitol at Madison. An excellent illustration of replanning a small city. It includes an orderly grouping of public buildings, an improvement of the railroad approaches and the lake front, and a more adequate provision for public recreation. If properly executed these plans would make Madison a worthy Capital City for Wisconsin.

# REPLANNING SMALL CITIES

SIX TYPICAL STUDIES

BY

JOHN NOLEN

FELLOW OF THE AMERICAN SOCIETY OF  
LANDSCAPE ARCHITECTS

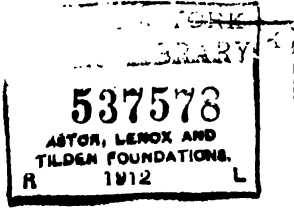
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**TO**  
**THE PUBLIC-SPIRITED MEN AND WOMEN WHO HAVE HELPED TO**  
**DEMONSTRATE TO TOWN AND CITY GOVERNMENTS THE**  
**VALUE OF BETTER METHODS OF PLANNING**

Number 11 - 11

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## TOWN PLANNING

"This great town planning movement must not end in a few large cities getting all the talent, most of the money, and the best of all the improvements. . . . The expanding village wants town planning as much as does the large city; the growing town clamors for town planning; but, most of all, the straggling suburb round the ever-changing city gives a stimulus whose call we ought to have answered years ago. For all these reasons, industrial, social, commercial, and Imperial town planning must go hand in hand with better housing, wider roads, higher wages, and increasing sobriety."

RIGHT HON. JOHN BURNS, M. P.



**I. REPLANNING SMALL CITIES**  
**A GENERAL SURVEY**



## A GENERAL SURVEY

**N**OTHING is more marked than the steadily increasing attention to every influence affecting the improvement of cities. This is due partly to the unprecedented growth of urban communities, which now comprise nearly fifty per cent. of the total population of the United States; <sup>1</sup> partly to the vastly greater complexity of modern city life; partly to evils resulting largely from the lack of skill and experience heretofore displayed in planning and constructing American cities. Public opinion on this subject is at last aroused. Throughout the United States civic, commercial, and other organizations have undertaken to cope with the problem of improving cities.

In the awakening to the imperative need of a different and better method of city making, America is following the precedent of other nations. Continental European cities decades ago, and English and South American cities more recently, changed radically their municipal regulations and their methods of building cities. The splendid results of their activity are now apparent to every citizen and visitor. In the cities of Germany, especially, the results are large and convincing. Transportation and highway systems, waterfronts, harbors and docks, industrial and commercial development, public recreation, better homes, particularly for families of small means,—such great municipal subjects as these have been handled with skill and experience supported by law and public authority.

There are many misconceptions current about town and city planning, but none is farther from the fact than the notion that comprehensive plans are only for large cities. The reverse is nearer the truth. In big cities the conditions are comparatively fixed and unyielding. Comprehensive planning, especially with our present limited city charters and the hampering laws of our States, can

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<sup>1</sup> According to the United States Census Bureau, a population of 2,500 or more constitutes a place an urban community. It is officially estimated that places of 2,500 or over now include close to 50 per cent. of the total population of the country.

have only narrowly limited influence in larger places — relieving only the worst civic conditions, ameliorating merely the most acute forms of congestion, correcting but the gravest mistakes of the past. Wide, many-sided, imaginative planning, so far as large American cities are concerned, must be confined for the present mainly to the extension of those cities, and to the betterment of what are really separate communities on the outskirts.

But with small cities, cities with a population ranging from 2,500 to 100,000, the case is different. Comprehensive planning or replanning may be to them of far-reaching and permanent service. There is scarcely anything in the smaller places that may not be changed. In small cities, for example, railroad approaches may be set right; grade crossings eliminated; water-fronts redeemed for commerce or recreation, or both; open spaces acquired even in built-up sections. A satisfactory street plan can be carried out, and adequate highways established; public buildings can be grouped in at least an orderly way; and a park system, made up of well-distributed and well-balanced public grounds, can be outlined for gradual and systematic development. All of these civic elements, indispensable sooner or later to a progressive community, may be had in the small city with relative ease and at slight cost. As we have given, heretofore, too much attention to caring for the mere wreckage of society, and too little toward establishing a better social order that would permanently reduce the amount of that wreckage, so we have expended too much of our energy in almost futile consideration of the ills that afflict our great cities, instead of providing against an unnecessary repetition of those self-same ills in cities that are to-day small. There is a close analogy between the ease with which a child may be improved as compared to an adult, and a small city as compared to a large city. The president of one of our universities said recently, that as a boy, in common with the other boys of his time, he believed that young turtles contained every kind of meat. In one part of the young turtle was chicken, in another beef, in another ham, and so on; but old turtles contained only turtle meat. So with small cities. Potentially almost every improvement is possible to them. They still hold out a variety of opportunities. Each part may be changed so as to serve well its purpose.

The replanning of small cities takes on added importance when we consider how great is their number. According to the census

of 1910, there are 2,355 places in the United States with a population ranging from 2,500 to 100,000, and their aggregate population is 22,321,245. These figures exceed the total of all cities with a population of 250,000 or more. The eight great cities, each with a population above 500,000, have by the same census, an aggregate population of only 11,511,841. It is also worth noting that rapid as has been the growth of our larger cities, those of medium and small size have increased even more rapidly.<sup>1</sup>

The two main divisions of city planning are, first, cities and towns planned in advance of the settlement of population, and secondly, existing cities replanned or remodeled to meet new requirements. Planning a town or city before settlement is made has great advantages. Many cities, intended primarily for governmental, industrial, or residential purposes have been so planned. It is a method, indeed, which merits much wider use. Of this type, Washington is the most notable illustration. But it is seldom possible to foresee with accuracy the future of a town or city, or to plan for it from the beginning. The complex influences which determine the selection of the sites for towns and cities and the locations of the first streets and buildings must usually be left to work out their results. The opportunity deliberately to lay out new towns and cities is limited and probably always will be. When, however, a small population has been attracted to a town by natural causes and there are indications that because of situation, climate, the trend of trade and commerce, or other forces, an important city is to be established, then, if action is taken soon enough, it is entirely practicable to replan the town so as to provide satisfactorily for its future. There are scores of cities in this country with a population to-day of 25,000 that will have 50,000 in a generation or less. We can realize this fact more vividly if we look back fifty or sixty years. Fifty years ago, Reading, Pa., had a population of only 23,162; to-day it has close to 100,000. Forty years ago, Harrisburg had 23,104; to-day it has 64,186. Sixty years ago, Milwaukee had 20,061; to-day it has 373,857. Fifty years ago, Minneapolis had a population of only 2,564; to-day it has 301,408. The average increase for all cities in the United States during the decade from 1900 to 1910 is 31.8 per cent. The gravest neglect is the fail-

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<sup>1</sup> During the decade 1900-1910, cities of 25,000 to 100,000 increased 32.5 per cent., while those of 100,000 to 500,000 increased only 29 per cent.

ure to replan and replan to meet increased demands, to readjust and readjust, to use art and skill and foresight to remodel existing conditions and also to mold and fit for use the new out-lying territory about to be occupied. The men who laid out the first streets in London or Boston, for example, provided for the needs of their time with considerable common sense. They could scarcely have been expected to foresee the requirements of a large city. But their successors, who, many generations afterwards, vetoed Sir Christopher Wren's plan for the improvement of London, and likewise the suggestions for the betterment of Boston's city plan after the fire of 1872,—those men displayed a lack of good sense and taste in providing for their own time and an even greater lack of foresight and public spirit with regard to the future. Many other examples might be given to illustrate this same point.

The emphasis, it would seem, needs to be placed less on the original plan, notwithstanding its importance, and more on replanning. The beautiful cities of Europe, those which are being held up constantly as illustrations of what modern cities should be, are, with but few exceptions, the result of a picturesque, almost accidental growth, regulated, it is true, by a widespread respect for art; but improved and again improved, replanned and again replanned. It is here that we fall short. Throughout the United States there are cities with comparatively easy opportunities to improve their water frontages, to group their public buildings, to widen their main streets, to provide in twentieth century fashion for transportation, and to set aside the areas necessary for recreation. Yet, until recently the people of most of these cities have stood listless, without the business sense, skill, or courage to begin a work that must sooner or later be done.

The small cities of the United States have not made many of those public improvements that are so essential to modern life. Their streets are still obstructed and rendered dangerous as well as unsightly by poles and wires; their school grounds are usually too small; their playgrounds inadequate and undeveloped; their water fronts unattractive, wastefully administered, and in private hands; their parks detached tracts of land unrelated one to the other. The small cities have not yet solved the serious problems related to railroad approaches and grade crossings. They have not acted comprehensively with regard to the main thoroughfares for traffic or

pleasure driving or street extensions in general. In brief, they have not yet applied the businesslike and economical methods of the best city making. The American city still suffers in many ways from haphazard, piecemeal, and short-sighted procedure.

Fortunately, a change is apparent in American municipalities, large and small. In all sections of our broad land, they are beginning to throw aside the outgrown and discredited methods of an era that it would be pleasant to forget. This widespread civic awakening is no vague movement with vague and indefinite aims. It seeks to provide convenience in streets and buildings, to meet the requirements of public health, to recognize the true function and place of art, to regard obligations to future generations, to supply the imperative needs of children, to satisfy the love of nature and the desire for out-door life. But the form of this civic awakening that is most significant and promising is the recognition of the need of comprehensive planning and replanning, especially of the smaller cities, where so much is practicable. Town planning, let it be understood, is not a movement to make towns beautiful in a superficial sense. Its purposes are fundamental. It aims consciously to provide those facilities that are for the common good, that concern everybody; it seeks to save waste, the almost incalculable waste due to unskillful and planless procedure, for by doing things at the right time and in the right way comprehensive city planning saves far more than its cost. It endeavors also to establish the individuality of a city,—to catch its peculiar spirit, to preserve its distinctive flavor, to accent its particular physical situation.

In the concrete studies and plans presented in this volume of six small but representative cities — Roanoke, San Diego, Montclair, Glen Ridge, Reading, and Madison — and in the conclusions that may be reasonably drawn from them, will be found, it is hoped, not only some stimulus to thought on this subject, but also some encouragement to action.



**II. ROANOKE**  
**A SMALL CITY OF THE NEW SOUTH**



## ROANOKE

**T**HE problem involved in the replanning of such a city as Roanoke is no less than the remodeling of the existing city and the molding of the larger area around it so that both may better serve present and future generations. The task is not an easy one. It involves an intimate knowledge of the evolution of the present city of Roanoke and as wise as possible a forecasting of its future; a firm hold upon fundamental principles of city making generally; an acquaintance with the experience and actual achievements of other cities, and a capacity to discriminate,—to select from a number of possible courses of action the one that is, all things considered, unquestionably best.

Roanoke was one of the first cities in the United States of relatively small population to plan for its future in a businesslike, comprehensive manner. In this it showed its progressiveness. Large cities throughout the land are actively at work on civic affairs. They are endeavoring to correct the mistakes of the past, to escape the inheritance of their shortsighted predecessors, and to do what is still possible to provide adequately for the needs of large populations. But few of the smaller cities yet realize that their position to-day is similar to that of the large cities a generation ago; that they are to be the large cities of to-morrow, and that by taking thought they may avoid many of the difficulties and much of the expense that these larger cities must now meet.

The citizens of Roanoke seem to realize that the city is in a transition stage, that it has outgrown its plan and its method just as truly as a healthy child outgrows its clothes. During the next decade or two, not only will its boundaries be vastly extended — as with other progressive cities — but even the present city will be largely rebuilt. Few really permanent buildings are yet erected. Thus a peculiar and valuable opportunity is presented to provide for the future by intelligence and foresight and to escape in a measure from the limitations of a thoughtless plan, ill-adapted even to a village. This view of Roanoke's future is not visionary; it is

hard-headed common sense. In 1881, Roanoke — then the town of Big Lick — had a population of 600; in 1884, when the city was chartered, it had 5,000; to-day it has nearly 35,000. And this phenomenal growth is not temporary or accidental; it is the inevitable result of permanent advantages of situation, climate and scenery, supplemented by more than usual energy and enterprise.<sup>1</sup>

The people of Roanoke have much to take satisfaction in. Charmingly situated on a high plateau a thousand feet above the sea, the city is surrounded at a convenient distance by the glorious peaks of the Blue Ridge and the Allegheny Mountains; the climate is unusually agreeable, the summers cool, the winters mild, the air always invigorating. The center of the city is topographically well adapted for business, and the outskirts are as admirably fitted for beautiful and refreshing homes. Both for manufacturing and recreation the Roanoke River makes its contribution. The famous Crystal Spring, gushing from solid rock at the base of Mill Mountain, yields five million gallons of pure sparkling water each day, enough to supply double the population of the present city. Standing on the top of Mill Mountain and looking down upon the city and its magnificent surroundings as upon a relief map, one is easily convinced that here is yet an opportunity to build a city that shall be practical, convenient, and appropriately beautiful, with adequate provision for the invigoration and refreshment of its entire population.

But notwithstanding its superior natural advantages, Roanoke is to-day, like most American cities, commonplace and, in some localities, distinctly unsightly. It is not as well adapted as it might be for the convenient dispatch of business, and public provision for outdoor pleasure and recreation is scarcely to be found. Its streets are narrow and, in the business section, already congested. It possesses no public gardens, parks, or parkways; no playgrounds, no attractive school yards, no monuments, no public library, no open plazas or public squares, no wide avenues with well-grown trees, no segregated fine residence sections, free from objectionable features, and no public buildings of distinction. More fundamental even than these serious shortcomings, there is no adequate provision for quick, easy and agreeable access to the center of the city, no skillful,

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<sup>1</sup> See Chapter II, "Forces Creating Cities," in *Principles of City Land Values*, by R. M. HURD.





# GENERAL PLAN FOR THE REMODELING OF ROANOKE

JOHN NOLEN  
LANDSCAPE ARCHITECT  
CAMBRIDGE MASS  
1907

Proposed (New) Buildings and Pleasure Grounds  
are indicated (Map 1907)

ingenious recognition of the topography in the location of streets. The city has developed rapidly from its humble beginning, but simply from Big Lick to Bigger Lick. It has not radically changed its character. There are, of course, numerous good single buildings, many well-paved, well-lighted streets, and other advantages common to modern commercial cities, even of small population. But there has been no realization yet of the great possibilities of city-making, of the need to ameliorate city conditions, of the full requirements of child life, and of the necessity for the public to own and preserve its convenient and beautiful resources in valley, field and mountain.

The problem is to take this nucleus as it is, remodel it so far as possible, and plan for its extension along sound lines, keeping always in mind the limited size, the peculiar situation, and the special resources of Roanoke. It can be confidently affirmed that a conservative, wise, and yet vigorous policy of city development, intelligently applied to Roanoke, will justify itself in the same way that a similar policy justifies itself in private business.

#### THE CITY PLAN.

Underlying all suggestions for improvement is the city plan. It determines every large question,—the character of the street arrangement, the location of main thoroughfares, the separation and treatment of areas for manufacturing, for retail business, for homes and recreation. It should, of course, be based upon the topography, and while taking into account the present street arrangement, it should be bold to depart from it when necessary. The street plan of Roanoke is irregular, as indeed it should be for a city with a variation of 180 feet in its elevation, and with the Roanoke River and several creeks running through it, to all of which some streets should conform. Its irregularity, however, is not based upon these topographical peculiarities, but usually upon haphazard arrangement and upon the interests of private individuals and real estate companies. The result is an inconvenient, wasteful ground plan, the evils of which are already apparent. A fruitful comparison can be made with the city plans of Washington, D. C., and Williamsburg, Va. The former was adopted more than a century ago when the city had a population of less than 3,000, and the latter in 1699, when the population must have been even smaller.

To improve the plan of Roanoke I recommend the following changes:

1. The widening of Jefferson Street, south of Tazewell Avenue, to a width of 100 feet. Jefferson Street is now 60 feet wide, but as it is the main street running north and south, carrying two car tracks, and will be used increasingly as a retail business street, this width is insufficient. At the present time there is scarcely a building on Jefferson Street south of Tazewell Avenue within twenty feet of the street, so that the proposed widening would involve the destruction by the city of no expensive property.

2. The widening of Tazewell Avenue east of Jefferson Street to a width of 100 feet, making it a main thoroughfare, from that point connecting directly with the proposed Tinker Creek Parkway. As in the case of Jefferson Street, this widening would not require the purchase of improved property.

3. The extension of Patterson Avenue east from its junction with Campbell Avenue to the intersection of Jefferson Street and Tazewell Avenue. This street has already a width of 100 feet and, by continuing it to the heart of the city,—a distance of but a few blocks,—a two mile thoroughfare of inestimable value would be created, extending from Jefferson Street to the parkway at the west boundary of the city.

4. Greatly as it is needed, it is probably now too late to widen Jefferson Street north of Tazewell Avenue. Beyond the railroad, however, I urge the most serious consideration of the present shameful situation. All that area, within a mile or more of the railroad station was originally beautiful rolling country with high hills and deep valleys. To-day it is lined and gashed by a system of straight streets, cut out regardless of grades, and the whole section is dotted over with ramshackle negro cabins that hang insecurely on the side hills or rest in the valley bottoms. Here, again, consideration probably comes too late for a complete remedy. It should be possible, however, to revise and improve the location of many of the streets, open up at least one broad avenue to the north, connecting agreeably the heart of the city with the beautiful rural country beyond the Salem turnpike, and set aside for parks or other public use certain areas that are clearly ill-adapted for ordinary building purposes. It would scarcely be possible to make a worse disposition of that section than the existing one, either from the point of view of the pub-

lic or the present unfortunate occupants. For every reason, economic, sanitary, æsthetic and humanitarian, active steps should be taken to radically change the character of the city in the "Old Lick" section.

The widening of Jefferson Street and Tazewell Avenue and the opening of the new thoroughfare, which might appropriately be called Trade Street or Exchange Street, would provide three broad hundred-foot avenues, running from the heart of the city south, east, and west. Æsthetically, these avenues would give accent to the city plan — an indispensable advantage — and relieve the monotony of uniformly narrow streets. But far more important still, they would furnish ample space for transportation, ventilate the city where it most needs it and furnish new facilities for retail business, which is rapidly spreading south and west. They would permit of double car tracks, a twenty-five foot roadway on either side, a six foot grass strip and a double row of trees with ample room for full development, and two ten-foot sidewalks. These changes, and even a partial solution of the complex problem north of the railroad, would make a large contribution to the improvement of the plan of Roanoke.

#### PROVISION FOR BUSINESS.

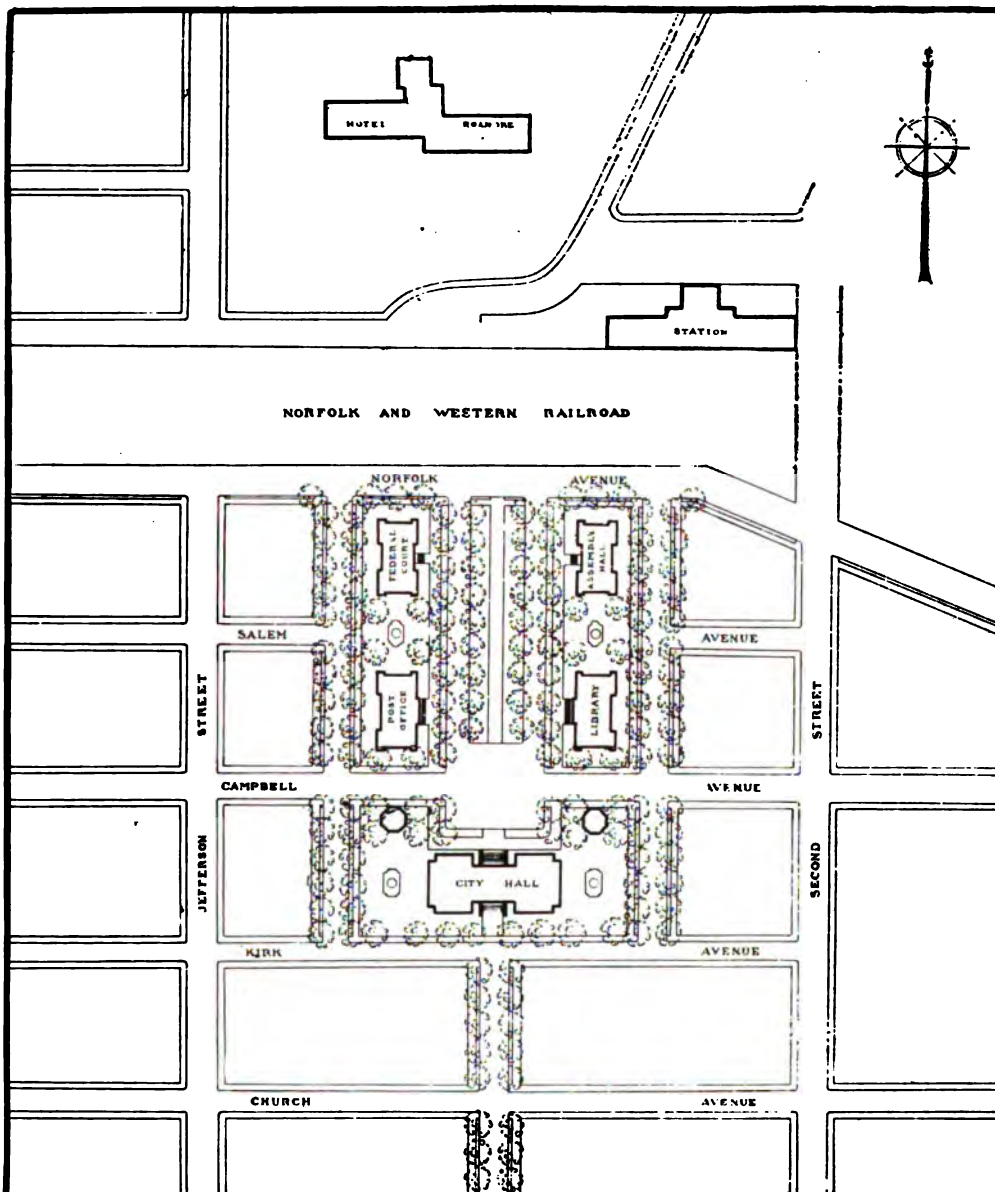
It is a grave mistake to look upon civic improvement as concerned mainly, or even primarily, with beauty; at least if by beauty is meant merely an agreeable and pleasing appearance. "What is fair must first be fit." Serviceableness as well as charm, use as well as beauty, must always be secured. Without serviceableness city life is inefficient; without beauty, sordid and commonplace. Therefore comprehensive and definite provision should be made for the business interests of Roanoke, its retail stores, its manufacturing, and its businesslike efficiency as a municipality.

At present the center of retail trade is at or near the intersection of Jefferson Street and Campbell Avenue, spreading gradually south and west. Natural as this general center is, it lacks that emphasis and accessibility that are needed to insure it reasonable permanency. The changes in the City Plan, already recommended, form a triangle of streets — Campbell Avenue, Jefferson Street, and the new Trade Street — that would afford ample and agreeable facilities for the

retail business of Roanoke for many years to come; and the increased accessibility of this section, due to the thoughtful development of thoroughfares, without as well as within the city, would add elements of value and convenience which would benefit both buyer and seller.

The manufacturing and wholesale establishments of Roanoke are situated mainly east and west of the city along the Roanoke River, or in close proximity to the railroad. These are natural and happy situations. They afford wide and admirable opportunities for all sorts of manufacturing facilities which are being rapidly utilized with the growth of the city. Reasonable care will perfect and almost indefinitely extend these natural advantages without conflicting with the use for recreation of the Roanoke River or the building up of attractive residence sections.

"No matter how small the city, it must have a few public buildings, and their proper arrangement is as necessary to its highest development as in the metropolitan center. Indeed, it is really more important, for a metropolis has other charms by which to retain its prestige, but the small city has few to fall back upon, and these must certainly not be neglected if it is to keep its place and not decline. The most attractive city draws the best class of citizens." This statement by Milo R. Maltbie, of the Art Commission of the City of New York, presents a view that prevails in Europe, and is gaining ground here, with respect to the advantages of grouping public buildings, even in smaller cities. The arguments for such action are definite and irrefutable: (1) The arrangement of public buildings around a square or plaza, or in some other well-related design, as now being planned for so many American cities, adds immeasurably to the convenient and agreeable conduct of business between one department and another and between the citizens and the city. (2) If artistically planned, and conceived in proper scale and happy harmony, buildings so related contribute more than any other factor to an impression of dignity and appropriate beauty in a city, an impression which has a daily influence upon citizens and strangers alike. There is no comparison between the noble effect which the group plan makes possible as against the location of each building in different parts of the city, or even in the same part if on unrelated lots. (3) This grouping of the city's buildings forms a rallying place for the city's life. Here the best impulses may crystallize,



THE GROUPING OF PUBLIC BUILDINGS  
IN CONNECTION WITH THE  
**REMODELING OF ROANOKE**

Scale 100 ft. = 1 in.  
JOHN NOLEN LANDSCAPE ARCHITECT  
CAMBRIDGE MASS  
1907



inspired by the noble character of the edifices, into devoted action for the public good.

Barring the Post Office, which is an illustration of the unfortunate location too often selected for public buildings, Roanoke has ahead of it the problem of finding sites for practically all its public buildings — a new City Hall, a Federal Court House, a Public Library, and an Assembly Hall. The present time for the consideration of this matter is therefore most opportune.

The conditions controlling the selection of a large site in or near the heart of the city are so complex and the real estate values so high, that I present two schemes, one having the "Terry property" (Elmwood)<sup>1</sup> at the corner of Jefferson Street and Bullitt Avenue as its nucleus, and the other Market Square. Each plan has its own merits and limitations.

The first plan is, on the whole, the most logical and satisfactory. It would provide an ideal situation in the very heart of the future city, at the convergence of its main thoroughfares, and on a high and commanding site. It would afford fine accommodation for at least six public buildings, and subordinate positions for other important buildings, to be constructed under regulations making for harmony. The open square flanked by these edifices would be 300 feet by 660 feet, and could be developed at reasonable cost so as to serve Roanoke's purposes perfectly. The objections to this scheme are: (1) It involves heavy expense for grading, the consequent destruction of the beauty of the Terry property and the possibility of utilizing that block for a public garden or small park. (2) It requires the purchase of three blocks besides the Terry property for its artistic success. (3) It does nothing to improve the approach to the city from the railroad station, a positive merit possessed by the second plan.

The Market Square proposal appears simpler. It furnishes an ideal site for the City Hall with Mill Mountain as a background and a fine vista in front down a 500 foot mall to the Hotel Roanoke on the hill opposite, and the Allegheny Mountains in the distance. The view of the City Hall itself, looking south along the mall, would be enjoyed by every passenger coming into the city by the Norfolk and Western Railway. The plaza in front of the City

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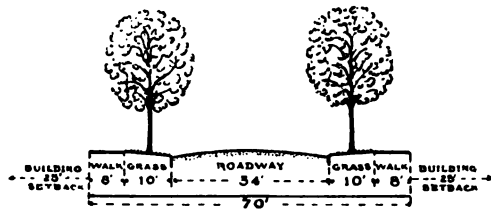
<sup>1</sup> Since this recommendation was made, the Terry property has been acquired by the city at a cost of \$150,000.

Hall would be 140 feet square, the mall 200 feet wide and 500 feet long with four rows of American elms. There would be two driveways 35 feet wide, grass planting strip ten feet wide, and sidewalks fifteen feet in width. Fountains on the axis of Salem Street and in City Hall Park, convenient car shelters for use as exchange stations, and other minor conveniences, could easily be worked out to advantage. Facing the mall there would be superb sites for four public buildings, which would complete the group. If it seemed that all or some of these buildings were too near the railroad, the mall could be extended south of the City Hall and the subordinate buildings placed there in quieter situations. The two great merits of this plan not present in the other are: (1) The group, so situated, would not only serve as an administrative center, but would be also a dignified and handsome approach to the city, tending to make the stranger's first impression favorable. (2) It would redeem much property that is now squalid and unsightly and which is not likely to improve, except under the influence of some large public-spirited enterprise.

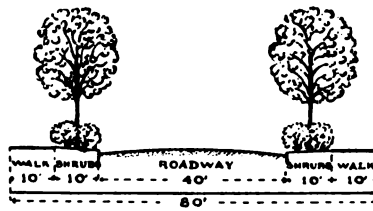
#### STREETS, PARKWAYS AND THOROUGHFARES.

Streets are the framework of a city. On them and around them the city is built. Therefore their arrangement, grade, width and character determine as much as anything else the degree of convenience, health, beauty and even splendor that a city may make possible for its inhabitants. Since cities were first built streets have been important, but with the unprecedented growth of urban population, the development of electric car lines, motor vehicles, and other facilities for transportation, and the increased height of buildings, demands upon streets have multiplied many times. Moreover, our conception of what a street should do and how it should appear is changed. Today we look to the opening furnished by the street to provide the light and sunshine indispensable for health and contentment, and at last we have come to believe that a street which does not possess an appropriate beauty of appearance fails in one of its fundamental requirements.

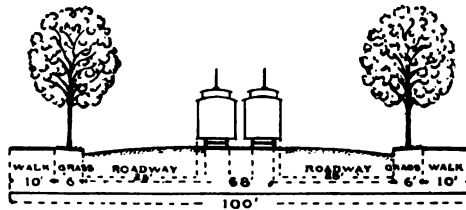
The streets of Roanoke are far from satisfactory. They are generally too narrow, often too steep, and seldom lined with well-grown trees even in residence sections. Further, with the exception of Jefferson Street, there is no direct provision for through travel, so



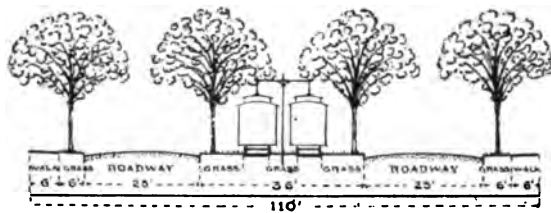
1. IMPORTANT RESIDENCE STREET



2. PARKWAY



3. MAIN AVENUE WITHIN CITY



4. SUBURBAN RIGHT-OF-WAY

SUGGESTIONS FOR MAIN THOROUGHFARES, ROANOKE, VA.



that street cars and other forms of conveyance for business or pleasure must zigzag their way from one part of the city to another. This is unfortunate and costly. It means the yearly loss of incalculable sums. Therefore, in the consideration of the City Plan I have proposed means of remedying, in part at least, this difficulty, which will become increasingly grave, by providing for four wide avenues radiating from the center of the city. It need scarcely to be said that this principle of city building should be applied in time to the new sections yet to be platted. But to insure wise action in the future it is necessary that regulations be adopted governing the width and arrangement of additions and subdivisions, as has been done in Washington and other cities.<sup>1</sup>

Roanoke has few good street trees and no long avenues of thrifty and majestic elms or maples, such as one often finds in New England and other sections of the country. This is due partly to the fact that the city is still young, but partly also to a failure yet to appreciate fully the value of street trees and to provide definitely for their planting and maintenance. Trees in the city have great value for health in improving the quality of the air, for comfort in furnishing welcome shade from the burning heat of the sun, and for beauty in the glory that they often impart, when well grown, even to an otherwise commonplace street. The New York Medical Society adopted some time ago a resolution stating that "one of the most effective means of mitigating the intense heat of the summer months and diminishing the death rate among children is the cultivation of an adequate number of trees in the street." And if trees are worth having they are worth planting properly, and they should be placed not only in residential sections but also in the business section, where the streets are most used in the heat of the day, provided space can be had for their healthy development. Paris has over a hundred thousand trees on its streets and boulevards outside of its parks and gardens, and they penetrate to the very heart of the business districts.

A stranger visiting Roanoke is more or less hopelessly confused by the fact that each street appears to have two or three names, and

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<sup>1</sup> The regulation for Washington is that "No new street can be located less than ninety feet in width and the leading avenues must be at least 120 feet wide. Intermediate streets 60 feet wide, called Places, are allowed within blocks; but full width streets must be located not more than 600 feet apart."

he soon finds, as he asks his way from one place to another, that the citizens themselves are scarcely less hopelessly confused. This result is due to changes in street names and, of course, is temporary. The only reason for referring to it is to question whether the present system is a sound one and whether it can be permanently followed with satisfaction. Its three main principles appear to be: (1) To use names like Norfolk, Salem, and Elm for streets running approximately east and west and to call them "Avenues," regardless of their width. (2) To use numbers, First, Second, Third, etc., for streets running north and south and call them "Streets." (3) To divide the city into four quarters — Northeast, Northwest, Southeast, Southwest, on the lines of Jefferson Street and the Norfolk and Western Railway, using the same numbers in each section, distinguishing the streets so numbered by adding N. E., N. W., S. E., S. W., as the case may be. The objections to this system are: (1) The best laying out of new sections in an irregular city like Roanoke may change radically the direction of an avenue or street and make it difficult to follow the present principle. (2) The word "Avenue" used at all accurately means a *wide* street, and it is a pity to lose the value of that term by using it indiscriminately for all streets simply because they run approximately east and west. (3) The use of the same number four times in different sections of the city would seem to be inviting unnecessary confusion.

In Europe, and to some extent in this country, a certain amount of interest and distinctiveness is secured by using appropriately a variety of terms for street names. For example, in Germany we have Strasse, Platz, Markt, Ring, Anlagen, etc.; in England, Road, Hill, Square, Crescent, Avenue, Place, Circus, Row, Drive, Terrace, etc. It would seem as if many similar terms might be used to advantage in Roanoke.

The beauty of city streets is also greatly affected by the character of the buildings which line them. Public edifices are few in number comparatively, and private initiative must be restrained and directed into proper channels, largely through statutes and city ordinances, if streets are not to be disfigured by bordering buildings. Probably the most common European restriction, for it is nearly universal, is that which limits the height of buildings. Generally the height is allowed to vary with the width of the street; the

greater width the greater height permitted, up to a certain maximum which may not be exceeded by anyone. There is no need of skyscrapers in Roanoke, and the people should take the necessary steps to prevent their introduction, especially in the neighborhood of parks and public buildings.

In addition to wide avenues radiating from its center, a growing city needs to provide for a system of parkways,<sup>1</sup> primarily for pleasure driving, but serving also to form sections peculiarly well suited for the construction of high-class residences. It is especially fortunate when the city can make an encircling ring of this connecting parkway, so that one may reach it quickly from any part of the city and travel its course without the distraction of every now and then going through ordinary, ugly city streets. The general plan proposed for Roanoke shows the possibility of a continuous parkway beginning at the proposed Riverside Park, of which the Gish property owned by the city is the nucleus, running southeast to the Crystal Spring, along the base of Mill Mountain; then following the Roanoke River to Tinker Creek; north along Tinker Creek to Salem Boulevard; west to about Twenty-third Street, commanding from time to time fine views of the Allegheny Mountains; south to the Roanoke River again, widening out into a small neighborhood park where it passes through the ravine, and finally along the high bluff overlooking the Roanoke River with the Blue Ridge in full view in the distance. This parkway, with a minimum width of say one hundred feet, is about twelve miles in length and passes through virtually no improved property.

Improvement work is contagious, and it is probable that the city of Roanoke could secure the coöperation of the counties of Roanoke, Botetourt, Bedford, and Franklin in the formation of a system of thoroughfares, to the great advantage of all concerned.

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<sup>1</sup> "The experience in every city where an extensive park and boulevard system has been constructed is that the immediate effect is to double or quadruple the valuation of property. Parks and parkways should be classed as an investment to a city. They increase taxable valuations, both in the city and the suburbs; they attract a desirable class of citizens; they encourage the building of fine residences along the driveways; they bring tourists, merchants and excursionists; but more than all else, they furnish an antidote to the unnatural conditions which must accompany the segregation of large populations in crowded cities. A future test of civic spirit in American cities will be the care which they show for the physical and moral development of their people by supplying them with those elements of nature which city life tends to destroy."—*Report of the Civic League of St. Louis, 1907.*

This system should include the development of the following roads, from Roanoke as a center: (1) West to Salem; (2) east to Vinton; (3) east again, a new road along the river in the proposed parkway to the dam and beyond; (4) north to Hollins and around by Carvins' Cove and Mason's Cove to Salem and back to Roanoke; beyond Hollins, this would be primarily a pleasure ground; (5) northeast to Coyners; (6) south into Franklin County. The main changes would be to make these roads wider than at present, ranging from 50 to 110 feet or more according to the demands upon them, and, where necessary, to revise their alignment and improve their grades. Some might remain dirt roads; others would be macadamized or paved. The treatment naturally would be in accordance with the character of the road and the use that was to be made of it. Those that were likely to have residences built along their borders would provide space for sidewalks and planting strips; those that were to be occupied by electric car lines would have an area set aside for that purpose and be appropriately developed; and those that were to be used primarily for the convenience of agricultural districts, or for pleasure driving, would each have their proper plan of improvement.

By developing systems of streets, parkways, and thoroughfares gradually, systematically, and persistently along such lines as those here advocated, Roanoke would take a notable step forward in providing for its future.

#### RECREATION GROUNDS.

Under this heading I have included all those public grounds whose primary purpose is to refresh, to recreate the people, whether they be in the form of city squares, or triangles, playgrounds with appropriate apparatus, or parks in the more popular sense in which that term is used. The parkways referred to in the preceding section also come into this class. These grounds, although grouped together, are very different in the form of recreation that they are intended to provide.<sup>1</sup> Therefore, they should be selected

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<sup>1</sup> "A choice of land for parks is often made in a sadly unbusinesslike way because of the great variety of ends which different people have in mind when they think of 'parks' and the vagueness which confuses one park purpose with another, even though their requirements may be quite diverse, leading to the choice of land which may be perfectly fitted to no one purpose. Indeed, the same vagueness not infrequently controls the laying out and improvement of parks as well. It is as

with discrimination and developed by the landscape architect with skill and taste. As to the desirability of open spaces and small parks in the city, and larger parks on the outskirts, argument is unnecessary. They have taken their places definitely and permanently with other indispensable adjuncts of city life; so that to-day they stand approved on the high grounds of health, pleasure, sound public finance, and morality. And it is worth noting that recreation grounds become more and more necessary with the form that our civilization is taking on and the change in our habits and daily life. No longer, therefore, do they call for theoretical justification. But if a city is to secure large areas for parks and playgrounds, action has to be taken early, the land must be purchased before the advance of population and improvement make the cost too great. With no other class of public grounds is foresight so essential.

Roanoke has no recreation grounds. It is true that the city has for a period of years held title to a few acres, but this land has in no way been made available for use, and a public policy with regard to it is so absent that its sale has been contemplated to realize funds for quite other purposes; in fact, part of it has been recently sold for building lots. Moreover, the city authorities have within a year or two granted a railroad permission to run through the most valuable part of this one piece of park property as well as to occupy one of the banks of the Roanoke River.

Open spaces in the business section of a municipality, when it has attained the size of Roanoke, are difficult to secure. I have recommended the purchase of but three: (1) The area around which the city buildings are to be grouped,—whether they be on Jefferson Street or Market Square; (2) the triangle at the intersection of Campbell and Patterson Avenues, affording an attractive entrance to Riverside Park and reclaiming a space which is now, in private hands, and is likely to remain, an eye-sore; (3) the property on Tazewell Avenue known as Woodland Park. In case the City Hall and other public buildings are not located on Jefferson Street as recommended in one Group Plan, the Terry property, invaluable

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though the people of the city were to select a dozen lots and erect on them indiscriminately a dozen buildings not devised to meet any special needs, but just 'public buildings,' and were then to put them to use, housing fire engines in some, police courts in others, the city council and the contagious hospital in another, and mayor's office and street cleaning stables in the next."—*Report by OLMSTED BROTHERS on Greater Baltimore.*

as a city open space on account of its size, elevation and fine trees, should be secured for a public garden. And when the use of the old City Hall is discontinued, the block on which it stands should be opened, if possible, as a public square. These areas would do much to relieve and freshen permanently the center of the city.

Playgrounds and playfields carefully planned for the use of children of all ages, and for adults as well, are of inestimable value, and I recommend that a vigorous and well-directed effort be made to secure about ten acres for each of the four wards of the city. I have indicated on the General Plan the Highland Playground near the West End School, the Melrose Playground, the Kimball Playground on Patton Avenue and the Salem Boulevard, and the Jefferson Playground on Tazewell Avenue between Tenth and Twelfth Streets. In case these areas cannot be obtained by the city for reasonable sums, others in the same neighborhoods, equally well adapted, could be substituted. I also recommend that the thirty-acre level field on the south side of the Roanoke River, about opposite Twelfth Street, S. W., be secured as a parade ground and recreation park for field games requiring a large acreage.

In the selection of parks and public reservations Roanoke has an opportunity that any city in the land might envy. Its rivers, hills, and rural country, its creeks and the views of its surrounding mountain ridges are singularly beautiful and available. With the exception of the ravages of the railroads, they are as yet almost unspoiled for public use. It would seem as if an obligation rested upon the public-spirited members of the present generation to make sure, before it is too late, of a reasonable share of these natural resources of the community, and set them apart for public use for all time to come. To this end I recommend the following purchases: (1) Both banks of the Roanoke River within the city and of Tinker Creek as indicated in the General Plan. Except where imperatively needed for commerce, the banks of rivers should be reserved for parks. They are almost certain to be beautiful, potentially if not in fact. And yet, in private hands, they will, with equal certainty, become unsightly and unsanitary, a dumping ground, if not an open sewer. (2) Mill Mountain, the sentinel that overshadows the city. It is imperative that the people possess this mountain, both for recreation purposes and because of its direct relation to the Crystal Spring and the city's water supply. There

is an opportunity to make of it a public park that will rival in beauty, charm and value Mount Royal in Montreal, known as one of the best park works of Frederick Law Olmsted. (3) An area of three hundred acres or more on the North Side, preferably in the vicinity of the new Country Club. This could be developed as a rural or country park, and although action with regard to it is not so urgent as in the case of the river and Mill Mountain, it should be taken before the outlying property becomes too valuable for public purchase in large tracts. These three parks, representing river, mountain and rolling country, are my main recommendations under this head. In addition, it is desirable for the city to take such steps as may be advisable to possess as a reservation for public use the broad sweep of the Roanoke River above the dam, which is the only section adapted for boating, and to preserve in its integrity and later open for more convenient use some near-by high mountain, Tinker Mountain (3,000 feet), for example, which has an additional attraction in the beautiful Carvins' Cove.

Who can doubt that these parks would make Roanoke distinctive among American cities? In the long run, they would far more than justify their cost. The town has indeed grown as if by magic. Inevitably it lacks the interest and character that come only with age. But because of the rich gifts of nature, it may still possess a system of parks and pleasure grounds that will raise it permanently and securely beyond most cities of its class.

#### EXAMPLES AND METHODS OF ACHIEVEMENT.

In the preface to a volume written by Patrick Geddes entitled *A Study in City Development*, appears the following: "This is the age of cities and all the world is city-building. In a dim sort of way many persons understand that the time has come when art and skill and foresight should control what so far has been left to chance to work out; that there should be a more orderly conception of civic action; that there is a real art of city-making and that it behooves this generation to master and practice it." How well this statement is illustrated by the history of the last fifty years! In all parts of the world old cities have multiplied their population and new cities have sprung up as in the night and taken their places with those for the creation of which centuries had been required. And then often, in a vague way perhaps, but

well enough defined to lead to concrete achievements, these cities have endeavored to use art and skill and, to some extent, foresight to provide a suitable and ennobling environment for their inhabitants. In this vast work the incentive has not been chiefly the improvement of property but the betterment of human life.

The achievements of foreign cities have so far been the most notable. Paris and all French cities, Berlin and all German cities, Vienna and Austria, Rome and Italy, more recently, many English towns; in all these cities and towns the work of city-making has proceeded prodigiously during the last half century. Not only in Europe but in Africa, South America, in Japan, in Cuba, in the Philippines and Honolulu, throughout the civilized world the transforming hand of enterprise and skill has done its beneficent work. Yet it is a mistake to think of this movement as largely confined to foreign countries or as proceeding but slowly under democratic institutions. In his volume on Paris <sup>1</sup> Henry Haynie writes: "It is altogether too much of a habit among peoples to connect city improvements with some form of autocratic or monarchical government. Nothing could be further from the truth than that idea. In the whole of Europe there is nowhere any country to be found which is doing so much in the way of park and city improvements of almost every kind as in the United States." In support of this opinion witness the comprehensive plans for the improvement of Washington, D. C., under the direction of a distinguished commission of experts; the constant additions to the already great park system of metropolitan Boston; the projected improvements in New York City; the world leadership of Chicago in the building of playgrounds fitted to modern conditions; the elaborate plans for the improvement of St. Louis, estimated to cost \$25,000,000; the building of dignified approaches to the state capitols in Minnesota and Wisconsin; the splendid \$15,000,000 group plan for Cleveland, O., now well under way; the elaborate and well-conceived park system for Greater Baltimore; a far-reaching metropolitan scheme at Providence, R. I., the construction of a wide and handsome parkway through a built-up section of Philadelphia at a cost of \$6,000,000 or more; the transforming work at Kansas City; the great Union Station at Buffalo; the consideration of radical changes in Detroit; the public-spirited movement in Springfield, Mass.; the general plan

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<sup>1</sup> *Paris: Past and Present*, by HENRY HAYNIE.

for the improvement of Cincinnati; the development of Denver, San Diego, Milwaukee, Madison and La Crosse; the sound park work at Wilmington, Del.; the comprehensive plans for such southern cities as Columbia and Greenville, S. C.; Chattanooga and Savannah; the million-dollar awakening of Harrisburg, Pa.; the improvement of smaller cities in New York State, Utica, Watertown, Ogdensburg and Jamestown; and the permanent commission for making and keeping Hartford, Conn., convenient and beautiful. This is a long and impressive list, and yet it is by no means complete. It grows annually.

As to methods of achievement there is undoubtedly something to be learned from every city's experience. I propose, however, to speak here only of three places representing three somewhat different methods. They are Wilmington, Del., Harrisburg, Pa., and Hartford, Conn.,—each with a population of 100,000 or less, the size that Roanoke, judging from its past growth, may reasonably expect to attain within a short period.

Wilmington, Del., is a type of the old method of civic improvement. It consisted of a persistent recognition of the need of parks and later of playgrounds and, as opportunity offered, of securing and improving them. So far as parks go, the result is in many respects gratifying. Wilmington commenced decades ago to acquire the beautiful valley of Brandywine Creek, an ideal area in its location and character for park purposes. The total cost of acquiring, improving, and maintaining this and its other large park lands has been about half a million dollars, a per capita cost of only about six dollars. The estimated value of these parks, exclusive of improvements, exceeds to-day their total cost including the improvements, and there has been a decided gain to the city in increased taxes from the appreciation of adjacent property. The annual cost of maintaining this system of parks and pleasure grounds is about sixteen thousand dollars, or twenty-two cents per capita. The limitations of this method are obvious. It fails to take into account and provide for many features essential for the city's proper growth, convenience and good appearance. On the one hand, there is apt to be an uninteresting, commonplace city; on the other, the beginning of an attractive park system. It is good by the old standard, but quite inadequate according to the new.

Harrisburg is quite a different story. It has been inspiringly

narrated by Mr. J. Horace McFarland, the President of the American Civic Association, in the pamphlet entitled *The Awakening of Harrisburg*. The account can be summarized but briefly here. It began but six years ago. The first step was the raising, by private subscription, of five thousand dollars (which amount was doubled in six months) to be given for expert advice and to enlightening the citizens with regard to needed civic improvements. Then came the frank and energetic presentation of the actual issues,—the extension and improvement of the water supply and sewerage system, the acquisition of land for parks and playgrounds, and the improved paving of the streets,—the successful appeal to civic pride, the solution of a difficult political situation, and victory. This victory carried with it an approval of the comprehensive plans of the experts and an increase of the city's indebtedness by the sum of \$1,090,000 (the full legal limit) to put them into effect. The actual execution of the plans was entrusted to a new board of public works, created in advance of the vote on the loan and consisting of three eminent and able men. The tangible results in five years are remarkable. The city has a supply of twelve million gallons a day of pure water, the great intercepting sewer has been completed, streets have been well paved, and a splendid system of parks, parkways and playgrounds created. This is not all; a new spirit has come to life in this little municipality, and it has afforded an inspiring example to all the world. In summarizing the result five years after, Mr. McFarland writes: "It is, therefore, with intense satisfaction that I briefly detail the present status of the various movements thus inaugurated in what was probably the first concrete and comprehensive campaign for municipal advancement ever undertaken in America. I do not wish to be misunderstood in this statement, for the volume of improvements involved is not so great compared with the many millions expended in the larger cities. It is the method employed: that of engaging expert advice for the preparation of a concrete plan, so that all the needs of the town might be met through a coincidentally proceeding and harmoniously interlocking plan of improvements, that challenges attention. With filtration incomplete and typhoid murders still proceeding in Philadelphia after many years of effort, with wealthy Pittsburg drinking raw typhoid-laden water, with the inadequacy of even great Boston in some respects, with the limited success of spasmodic improvement

movements in many other cities, it is distinctly the most important part of this story to call attention to the entire and unqualified success of this the first movement undertaken upon an harmoniously complete and definite plan."

The Hartford plan marks a still further significant advance. It recognizes that the improvement of the city is something requiring constant, not occasional, attention. Thus it provides under an Act of the Connecticut Legislature for a permanent and powerful commission. The commission is composed by the Act creating it of the Mayor, who shall be its presiding officer, the President of the Board of Street Commissioners, President of the Board of Park Commissioners, the City Engineer, two citizens, neither of whom shall hold any other office in said city government, one member of the Board of Aldermen, and one member of the Common Council,— the two latter being appointed by their respective boards, and the two citizens by the Mayor. The commissioners serve without pay, but their expenses are to be paid and they may employ expert advice. The Act requires that all questions concerning the location of any public building, esplanade, boulevard, parkway, street, highway, square, or park, shall be referred to the commission by the Common Council for consideration and report before final action is taken. Other matters may be referred to the commission: the Council may delegate to it such powers as it deems necessary; the city, acting through the commission, may condemn and take any amount of property within its boundaries. Such land as is not needed for the improvements, after they have been completed, the city may resell, with or without reservations concerning future use and occupation, so as to protect public works and improvements and their environs and to preserve the view, light and air, and the appearance and usefulness of such public works. Hartford already possesses a fine park system of twelve hundred acres of well-designed and well-kept parks, and it is easy to believe that under the wise and far-reaching influence of this new commission it will become a better and better city to work and live in.

This study of Roanoke does not profess to be a complete guide for the improvement of the city. Some points, such as artistic street features, the establishment of public comfort stations, and the abolition of grade crossings, etc., have not even been touched upon.

Others are covered in the Report of the Sanitary Engineers.<sup>1</sup> Furthermore, the subjects taken up have of necessity been treated in a brief and general way. At this stage, without topographical surveys to work with, or a crystallized public opinion to interpret, lead or follow, as seems best, that appeared to be the most helpful thing to do. The main recommendations, however, are explicit and clear. They are:

(1) The improvement of the City Plan by the widening of Jefferson Street and Tazewell Avenue, the extension of Patterson Avenue, and the opening up of a space of suitable size and agreeable proportions at their conjunction.

(2) The grouping of public and semi-public buildings on Jefferson Street or in the neighborhood of Market Square.

(3) The development of a more rational arrangement of city streets and the establishment of the lines of main thoroughfares within and without the city.

(4) The preservation of the most available and beautiful of the natural landscape features of the Roanoke neighborhood as a basis for a system of parks, parkways and reservations, and the construction of such playgrounds as are needed.

Granting for the moment that these recommendations are approved, a method of realizing them must be adopted and the necessary funds raised. As to method, a local modification of either that used so successfully at Harrisburg or that recently adopted for Hartford might be followed.

It is believed that the sum necessary to carry out the proposed improvements is not beyond the means of Roanoke. It could be procured by a special long-time loan, a slight increase of the tax rate, and by an enactment that would permit the city to include in its purchases, when necessary, the adjacent property, reselling the same under appropriate restrictions. The first and obviously right method is by a loan. While the city debt of Roanoke might legally be about \$2,000,000 it is only \$949,000. Thus a loan of \$1,000,000 could very properly be made, as all the proposed improvements are permanent and will benefit future generations even more than the present.<sup>2</sup> The city tax is \$1 per \$100; the school

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<sup>1</sup> *Sanitary Roanoke*, by C. E. EMERSON, Jr., and EZRA B. WHITMAN.

<sup>2</sup> "For every thousand dollars judiciously invested in a park, dividends to the second generation of the citizens possessing it would be much larger than to the

tax \$.25 and the state tax \$.35, a total of \$1.60 per \$100, based on a fair conservative valuation of property. Compared with most other progressive cities this rate is low, and it is known that many citizens of Roanoke would approve of raising it. The third method, that of securing to the public part of the so-called unearned increment, the increased value of adjacent real estate resulting from its improvements, has been long followed in Europe and is meeting increasing favor in this country. It has been adopted by statute in Ohio, Pennsylvania, Connecticut, Wisconsin, Virginia, Maryland, and other States. The Ohio law, passed in 1904, is typical. It makes provision that all municipal corporations shall have the power to acquire real estate within their corporate limit for establishing boulevards, parks, and public reservations in, around and leading to public buildings, and for the purpose of reselling such land with reservations in the deeds as to the future use of such lands, so as to protect public buildings and their environs and to preserve the view, appearance and usefulness of public grounds occupied by public buildings and esplanades or parkways leading thereto. The purpose of this law is not primarily to enable the municipality to fairly recoup itself in part for its public-spirited expenditure, but to make that expenditure effective.

There are four stimulating facts to keep in mind in connection with the proposed improvement of Roanoke. (1) The property required will never be so cheap as to-day. The truth of this statement can be easily tested by comparing the present value of real estate in Roanoke with that of twelve months ago, or even of three months ago. (2) Once bought this property would steadily increase in value, not only as a matter of assessment, but of actual value for park and other recreative purposes. For example, consider simply the gain from the preservation and growth of trees. (3) The whole experience in American cities is that parks and other public grounds far more than repay the cost of their purchase and maintenance. (4) The mere announcement of a sound improvement policy and the appointment of a permanent commission are apt to bring to the city rich gifts of land and money for public use. Innumerable illustrations could easily be given in support of this statement. More than upon method or money, however, suc-

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first; the dividends to the third generation much larger than to the second."—  
FREDERICK LAW OLMDSTED.

cess in this enterprise will depend upon the ardor and spirit with which it is entered upon and prosecuted. "The Roanoke spirit" at its best must be invoked. A conservative, well-considered and whole-hearted course of action must be adopted and consistently wrought out if notable results are to follow.

**III. SAN DIEGO**  
**A PACIFIC COAST RESORT AND FUTURE SEAPORT**



## SAN DIEGO

**S**AN DIEGO is a city of uncommon interest. Even in Southern California its situation, climate, and scenery make it stand out in permanent attractiveness beyond all other communities. Its resources as a city are in many respects unrivaled. The bay on which it directly fronts is one of the safest and most beautiful harbors in the world, a land-locked body of water more than a score of square miles in area, with a channel deep enough to take the largest ships. From the bay the land rises gently to the north and east, and on the slopes thus formed the city has been built. Not only the bay, but every other type of scenery, beach and promontory, mesa and canyon, unites in never-ending variety to form a city that is strikingly individual in character and of great beauty.

The climate, dry, fresh, equable, wholly without extremes of heat or cold, must constantly be taken into account in estimating the future or providing for it. Bright, balmy, invigorating weather invites one out of doors more hours of the day and more days in the year than in any other part of the country. Health is almost guaranteed. A disinterested visitor once remarked that, "if nervous prostration is wanted, it must be brought here, and it cannot be relied on to continue long."

The scenery is varied and beautiful. The great, broad, quiet mesas, the picturesque canyons, the bold line of distant mountains, the wide, hard ocean beaches, the great bay, its beauty crowned by the islands of Coronado, the caves and coves of La Jolla, the unique Torrey Pines, the lovely Mission Valley, these are but some of the features of the landscape that should be looked upon as precious assets to be preserved and enhanced. And then the "back country," hospitable to every sort of tree, shrub, root, grain, and flower, is an inexhaustible source of commercial and æsthetic wealth.

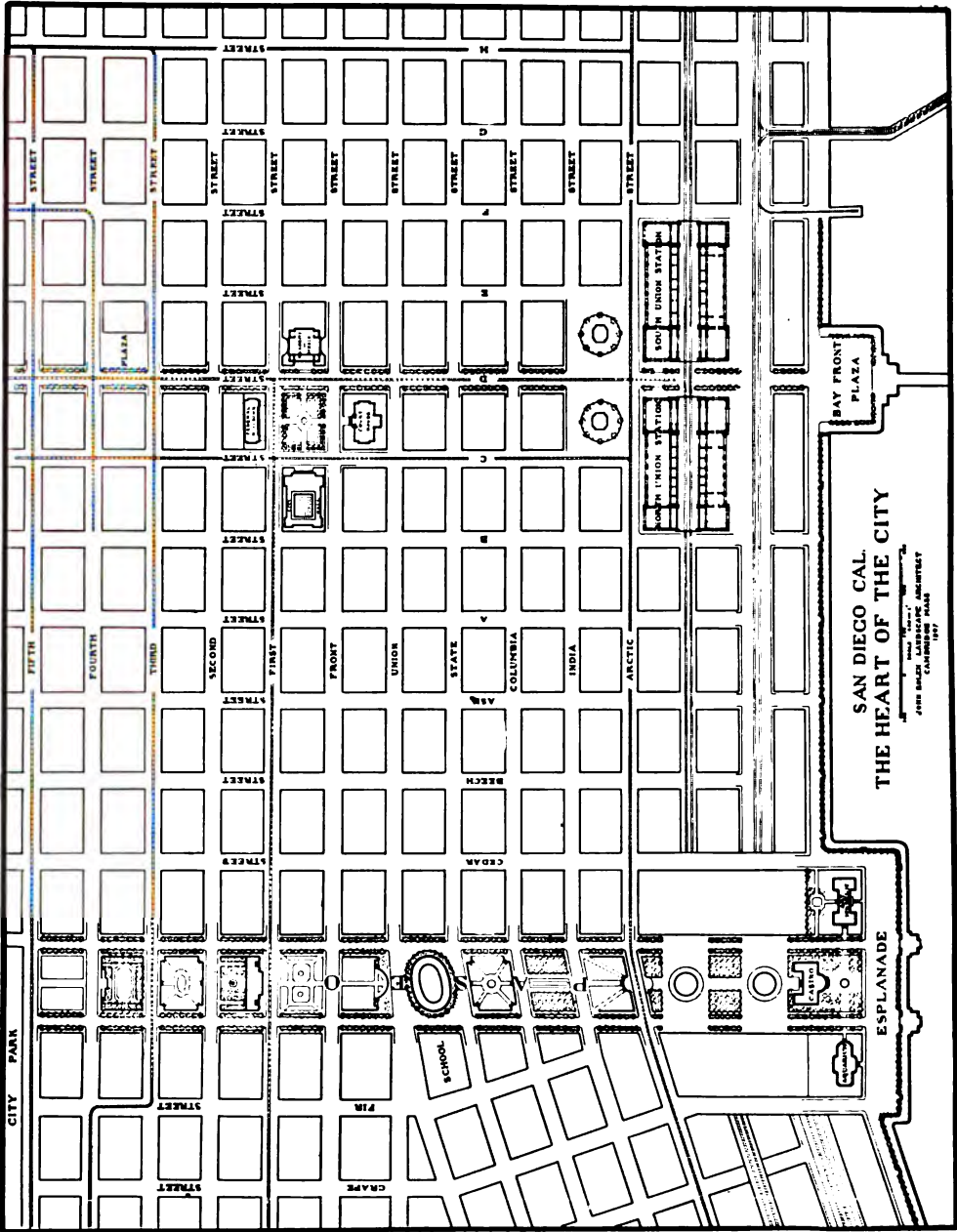
Notwithstanding its advantages of situation, climate, and scenery, San Diego is to-day neither interesting nor beautiful. Its city plan is not thoughtful; on the contrary, it is ignorant and waste-

ful. It has no wide and impressive business streets, virtually no open spaces in the heart of the city, no worthy sculpture. Aside from the big undeveloped City Park, it has no pleasure grounds, parkways nor boulevards, no large, well-arranged playgrounds. It has no public buildings excellent in design and location. It has done little or nothing to secure for its people the benefits of any of its great natural resources, nor to provide those concomitants without which natural resources are so often valueless.

Fortunately, the public-spirited men and women of San Diego are preparing to act in time. They realize in general what the city lacks and the opportunity and responsibility of the present generation. The problem, therefore, resolves itself into a call for a sympathetic study of the city as it is, a reasonable estimate of its future, and a service of art and skill that will not only provide that degree of convenience and beauty that must soon be regarded as indispensable to city life, but will also recognize in the form of its provision the peculiar opportunity for joy, for health, for prosperity, that life in Southern California, more especially in San Diego, offers to all.

To beautify a city means to make it perfect, perfect as a city, complete in serving a city's purposes. San Diego is potentially many-sided. Its harbor places it in the class with San Francisco; its climate and scenery are as attractive as Santa Barbara's; its suburbs might equal those of Pasadena and Riverside; its drives and walks could surpass even those of Monterey and Del Monte; and its population and commerce could equal that of Los Angeles. The plans to improve and adorn San Diego must, therefore, take many things into account. They must be broad, and considering the promise of the city, liberal and courageous. But how difficult it is to bring before the people of a city a vision of what fifty years' growth, even twenty-five, will make not only possible, but necessary. How little, after all, they appear to learn from looking back at the growth of population, the increase of real estate values, the changes in transportation, the enlargement of the civic ideal! Yet fifty years ago the site until recently occupied by the Fifth Avenue Hotel, New York, was a truck patch; the ten acres near Mulberry Bend cost more in 1900 than the eight hundred acres of New York's Central Park fifty years earlier; Fairmount Park, Philadelphia, cost hardly a thousand dollars an acre, yet for three acres at its entrance recently purchased, \$400,000 had to be paid; some lots in Los





Angeles have in a short time advanced from \$5,000 to \$500,000; twenty-five years ago the present prosperous city of San Diego, with a population of 40,000 or more, was practically non-existent.

The application of the foregoing to a growing city is obvious. Action must be taken while it is still relatively easy, or it will certainly be costly, and probably inadequate. The present, therefore, is a most propitious time to consider in a frank, clear-headed, and comprehensive manner the future of San Diego. As never before, it seems now to have the opportunity to lay firm hold of its heritage. The construction of the San Diego and Arizona Railroad will at last place it in direct connection with all the corners of the country, and be the shortest route to the East. The water problem is well solved; and, in common with other municipalities, the people of the city have become conscious of the imperative need for large public improvements which in a few years will place San Diego not merely abreast, but beyond many other Californian cities.

#### THE REPLANNING OF SAN DIEGO.

There are four general principles of landscape design which are peculiarly applicable to city planning. They are: (1) To conform, so far as possible, to the topography; (2) to use places for what they are naturally most fit; (3) to conserve, develop, and utilize all natural resources, æsthetic as well as commercial; (4) to aim to secure beauty by organic arrangement rather than by mere embellishment or adornment.

It is too late to make a plan for San Diego based simply upon a thoughtful recognition of the topography, and a skillful consideration of the normal needs of city life and the special needs of San Diego. The street system, as a system, is fixed almost irrevocably, not only in the built-up sections of the city, but for miles beyond. Acres upon acres, still houseless, have been platted through the energy of real estate agents and others, and tiny lots of twenty-five foot frontage sold to hopeful persons scattered all over the country. No topographical map of the city has ever been prepared, and until very recently no contour streets had been laid out. The method of building city streets heretofore followed has required cutting through innumerable hills and the filling in of deep valleys and canyons. It has meant great and largely uncalled-for expense and a destruction of rare opportunity to secure significant beauty. The

streets are not only straight; they are rectangular in arrangement, unrelieved by diagonals, and all of the same width, eighty feet. There is scarcely any recognition of the need for differentiation in the width and character of streets. Another unhappy and unescapable result is the small size of the blocks, which are usually only two hundred by three hundred feet, a size devised by ingenious real estate owners and operators to make as many corner lots as possible.

But it is not the intention of this report to rehearse nor dwell unduly upon the mistakes of the past. They may be attributed, in part, to a low standard of city-making, a disregard of the future, and a lack of civic pride. They are referred to simply to show what is now impracticable and incidentally to illustrate the folly and waste, in such large affairs, of haphazard procedure. Happily, it is still within the power of the people of San Diego to make their city convenient, attractive, and beautiful. This report attempts to outline, in a general way, and to illustrate by means of plans and photographs the most needed improvements. Although they overlap somewhat, they may be conveniently considered under the following heads: A Public Plaza and Civic Center; The Great Bay Front; Small Open Spaces; Streets and Boulevards; A System of Parks.

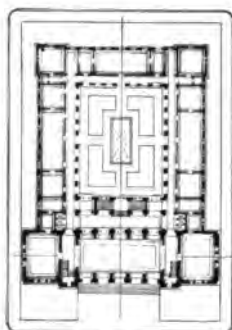
San Diego's opportunity is so open, so apparent, and relatively so easy that it seems unnecessary to point further the application. Every phase of civic improvement is still within its reach. This is its real formative era. The existing city is but the nucleus of the future city, and the citizens of to-day have an opportunity to rise to the call of a great and fine constructive period.

#### A PUBLIC PLAZA AND CIVIC CENTER.

The present generation has a rare opportunity to secure for San Diego a beautiful and permanent grouping of its public buildings. The City Hall is obviously temporary, the County Court House is soon to be rebuilt, and a Federal Building is non-existent, the government housing its Post Office in rented rooms of a very plain character. In selecting sites for the above-mentioned headquarters for city, county, and nation, not to speak of other public and semi-public buildings which a rapidly growing city of wide and varied life must soon demand, three courses of action are open to the authorities:



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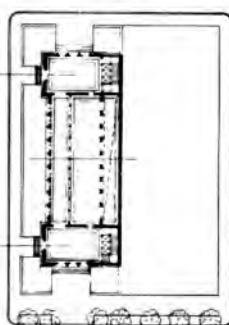
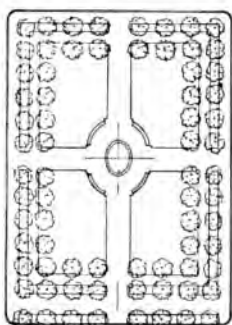
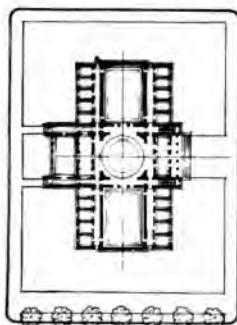


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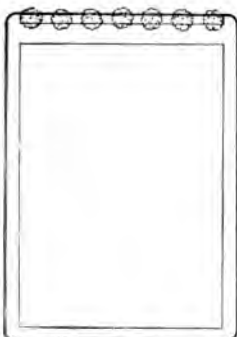
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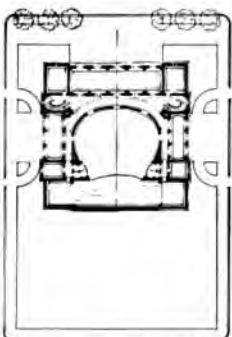


D

STREET



FRONT



FRONT



PUBLIC PLAZA AND CIVIC CENTRE FOR SAN DIEGO



Perspective Sketch of the Proposed Public Plaza and Civic Center for San Diego. In the middle is the City Hall, to the left the Court House, to the right the Post Office. The proposed Opera House would be opposite the City Hall. (See Plan.)

(1) The sites may be chosen one after another in this part of the town or that, as opportunity offers and influence determines; (2) a certain section of the city may be recognized as convenient and appropriate in general for the location of public buildings, and the various edifices placed in or near it, facing the streets in the ordinary way, as buildings devoted to business or commerce do; (3) the buildings may be grouped in some well-related, compact, and agreeable fashion around a public plaza or other open space.

The first method has been all too common in the United States. On every hand there are illustrations of it. It is the result of thoughtlessness, or of disregard of public interest, public beauty, or even public honesty. It has no merit, no justification. The second method may result in a considerable degree of convenience, and in small towns, where picturesque rather than formal effects are appropriate, may produce interest and charm. This method is illustrated in several of the recent proposals for the location of the new San Diego Post Office. The third method, by no means new or untried, is, however, the best, and well adapted to such a city as San Diego. It provides adequately for the convenient dispatch of public business, and at the same time contributes to the appearance of the city that dignity, impressiveness, and beauty which should be considered indispensable. Directly, it gives to all, citizens and strangers, a civic center of unfailing delight. Indirectly, it arouses civic pride and civic love, and furnishes a telling example of what true art can do to promote serviceableness and beauty in daily life, an example that must inevitably influence other public and private enterprises.

Unfortunately, the men who laid out San Diego did not emulate the work of Penn in Philadelphia, nor Oglethorpe in Savannah, in the matter of open spaces. In the heart of the city only a single small area, a so-called Plaza, but 80 feet by 200, was set aside for public use. This is located close to the center of the business section, south of D Street, between Third and Fourth. It is very natural to consider this little Plaza in connection with the location of the proposed city buildings, and some interesting and public-spirited plans have been offered for consideration. The objections, however, are serious. In the first place the Plaza is altogether inadequate. It is too small to serve as an effective foreground to the buildings which now surround it, which are of but medium size.

The larger public edifices contemplated would cramp and narrow it to such a degree that it would appear little more than a widened street. Then the property in its neighborhood is now too expensive for public purchase. The cost appears to be practically prohibitive. Any fine effect would require the ownership of an additional area to piece out the present Plaza and the frontages on at least two sides. Finally, the construction of a number of large public buildings so close to Fifth and D Streets, the center of retail interests, would be likely to limit in an undesirable way the natural extension of the business section and interfere with the unity and sequence that that section should possess.

Although these are serious, perhaps insuperable objections to the construction of public buildings around the old Plaza, it is necessary to find for them a location that is central and, if possible, on D Street. For D Street is now, and always will be, a thoroughfare of great importance. It has a width of 125 feet from the Bay to Third Street, while other business streets have but 80 feet; it is the direct connection from the railroad station to the heart of the city; it is in other ways clearly destined for important development, and with the proposed improvement of the Bay Front its functions will be greatly increased. Therefore, I definitely recommend the following:

(1) The purchase of the block, approximately 200 by 260 feet, extending from D to C Streets and from Front to First Streets, and its development as a Public Plaza.

(2) The purchase of the blocks from D to E Streets and C to B Streets, and portions of other adjoining blocks as indicated on the plan, the unused property to be resold later under restrictions that will insure the desired character to the surroundings and give the people of the city a share in the increased values.

(3) The grouping around this Plaza, Spanish fashion, of the three public buildings under consideration, the City Hall, the Court House, the Federal Building; also the proposed Academy of Music, and perhaps the Chamber of Commerce Building.

This plan, it must be agreed, has much in its favor. The general situation selected is appropriate. It is near the permanent center of the city, and each building fronts either on D Street, the Plaza or both. One block is already publicly owned, and the others are at present occupied by buildings which in themselves have no





The Bay Front, San Diego. The Santa Fe Railroad Station shows in the left half of the picture, the Court House in the right half.

value whatever. The space available for the buildings of the city, county, and national governments, is adequate, and the property remaining for sale might, if the project were handled with wisdom, afford sufficient funds to cover the total cost of all the land retained for public use. The ends of convenience, of harmonious grouping, and of effective beauty, are served to perfection. Easy would it be to name cities in California and in other parts of the country that would leap eagerly if such an opportunity were offered them, cities that, unfortunately, have settled parts of this problem in such a way that even a reasonably satisfactory provision for a well-conceived Civic Center now appears impossible.

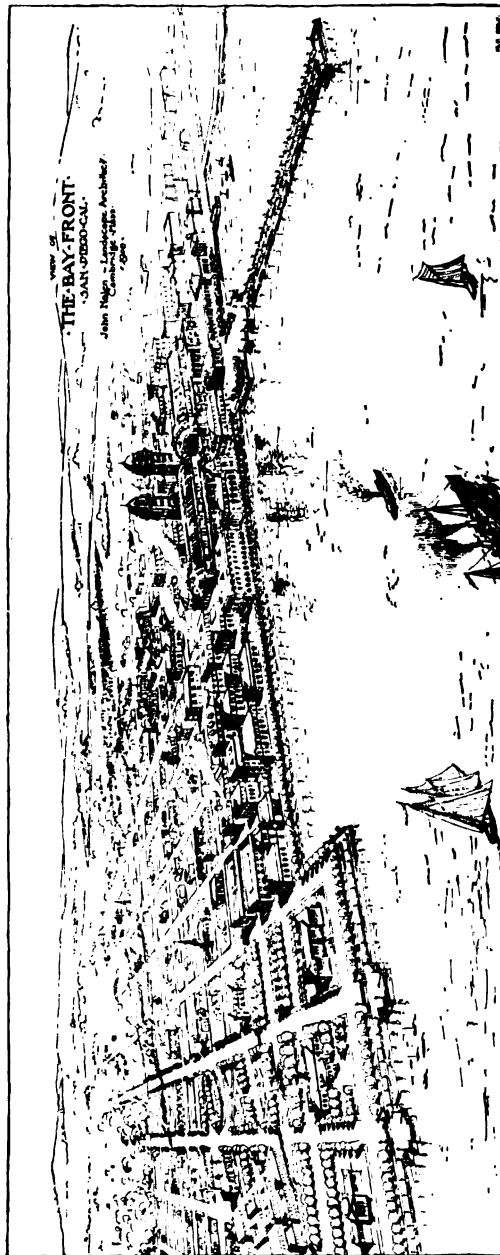
#### THE GREAT BAY FRONT.

No contrast could be greater than the European and American methods of dealing with water fronts. In Europe the importance of the water front for commerce and recreation is wisely recognized, and vast sums have been spent on the construction of docks, piers, promenades, embankments, and parks. One can name places almost at random,—Naples, Genoa, Nice, Mentone, Lucerne, Cologne, Duesseldorf, Hamburg, Paris, London, Liverpool,—in all these and many others water fronts have been improved according to carefully prepared plans, and through improvement made a source of prosperity and pleasure scarcely equaled by any other. In this country it is quite different. Cities fronting on the Atlantic and on the Pacific, on the great rivers that traverse the continent, and on the lakes, have not developed in an adequate businesslike way the opportunities that their situations afford. This contrast has now attracted attention, and American cities of all classes, located in different sections of the country, have taken steps to better utilize their water frontages. Witness the plans for Boston, Philadelphia, Chicago, Buffalo, Cleveland, Detroit, Harrisburg, Roanoke and Savannah, in illustration of this movement.

On the question of improving the Bay Front of San Diego, both for commercial use and recreation, the people of the city are substantially a unit. At present it is crude, inconvenient, unsightly. No one challenges the need for reform. The recommendations here offered and further illustrated in the accompanying plans and sketches are as follows: to build a sea wall and fill in an average width of, say, 350 feet from H Street to Hawthorne Street, a dis-

tance of about 6,000 feet, providing a handsome and yet appropriate water approach to the city. Of this width of 350 feet, reserve 50 feet for increase in railroad facilities, 30 feet for a street facing the railroad, 150 feet for a building block, and 120 feet for a water front esplanade (20 feet for sidewalks, 50 feet for driveway, 10 feet for parking strip, and 40 feet for promenade). The supreme importance of commercial interests should be frankly recognized. The division between the section devoted primarily to business and that devoted to pleasure would come at E Street. It would not, however, be a sharp line and the form of development north of E Street would be so simple and so unpretentious that there would be no lack of harmony. The value of the building block would be threefold: it would effectively screen the railroads from the water front, it would furnish a firm and impressive frontage, and it would provide a considerable sum of money, perhaps enough to pay the entire cost of the Bay Front improvements. Reliable estimates obtained some years ago under the direction of the Board of State Harbor Commissioners placed the cost of the sea wall and thoroughfare complete at \$65,000 per section of one thousand feet. Allowing liberally for the increased cost of such work to-day, it still appears that the improvements could be carried out at an expense within the means of the city, or, as in the case of Boston with the Back Bay, at a handsome profit. The Board of Harbor Commissioners has pointed out in its report that "very favorable natural conditions exist for the substantial and economical construction of a sea wall and thoroughfare of the kind contemplated. The bottom of the bay along the course of the located line is hard and comparatively level, the average rise and fall of the tide is but five feet, and there is no injury from rough seas to be guarded against."

The plan looks to the development of commercial facilities, wharves, docks, and piers south of E Street, extending farther and farther as business demands, and pleasure facilities of a simple order north of E Street. The foot of D Street would be emphasized by the development of a Bay Plaza 300 feet by 500 feet, but the main development of recreation and artistic interests would center at the foot of Date and Elm Streets, nearer the residential sections and the big City Park. North of Date Street the line of the Bay Front might properly be a graceful swinging curve, similar in character to that at Rio de Janeiro.



Proposed Bay Front, San Diego.

Perspective sketch showing the proposed Railroad and Water Approaches, the Esplanade, the Art and Pleasure Center at the foot of Date Street, and the Paseo connecting the Bay with the City Park.



The people of San Diego will do well if they recognize to-day that the two great central recreation features of the city are the City Park of 1,400 acres, and the Bay Front, and that the value of both will be increased many fold if a suitable connecting link, parkway, or boulevard, can be developed, bringing them into direct and pleasant relation. To realize this purpose and provide a form of recreation indispensable to the central part of San Diego, if it is to fulfill its mission as a pleasure city of the first order, I recommend the acquisition by the public authorities of the dozen small blocks between Date and Elm Streets, and stretching from the entrance to the City Park west to the Bay Front. Here, on this hillside, at comparatively small expense, can be developed what I have called, after the custom in Spanish and Spanish-American cities, "The Paseo," a pleasant promenade, an airing place, a formal and dignified approach to the big central park, free from grade railroad crossings. In itself this Paseo might possess great beauty, each block offering an opportunity for special design, and yet the whole strip brought into harmony and unity. Formal flower-beds, pergolas, terraces, would appear from block to block, and from the City Park to the Bay the cheerful and enlivening influence of water in jets, basins, and cascades would give the final touch of beauty. It is obvious that the frontages along the Paseo on Date and Elm Streets would be of great value for handsome residences or semi-public buildings, increasing perceptibly the city's annual receipts from taxes. Recalling the recent experience of San Francisco, the value of the Paseo as a fire-break, extending from the City Park to the Bay Front, might alone justify its inclusion as an essential feature of the new city plan.

At the water front the Paseo would spread out to a width of 1,200 feet, and in this perfectly splendid situation, commanding the grandeur of San Diego's most characteristic scenery, the people could establish the proposed casino, art museum, and aquarium, surrounding them with the lovely parks and gardens which only the climatic conditions of Southern California make possible.

The situation of the present Santa Fé Railroad Station is in many ways natural and convenient, and it makes possible a development of a railroad approach to the city in connection with the D Street and the Bay Front improvements that will be dignified and appropriate. There would appear to be advantages, however, in having

two stations, one north and the other south of D Street, the former for the Santa Fé Railroad and the latter for the San Diego and Arizona Railroad, thus lessening the travel across D Street itself. The local view, held by the leading citizens, that it is not practicable to remove the D Street grade-crossing, must at present be accepted. In front of the stations open spaces should be provided, as indicated on the plans. These are essential both for use and appearance.

The plan, entitled "The Heart of the City," and the perspective sketch of the same will give a more accurate and vivid impression of the force and value of these recommendations for the improvement of the Bay Front, the construction of the Paseo, and the treatment of the Union Stations. The vision from the Bay of this new San Diego, with the mountains of Southern California and Mexico, noble in outline and rich in color, in the background, is enough to move the most sluggish to action in its behalf.

#### SMALL OPEN SPACES.

Plenty of elbow room should be one of the characteristics of California's cities, and yet San Diego has made less provision for small open spaces and playgrounds than the average city in New England or the Middle West. In the built-up section of the city, apart from school-houses, I believe only two small areas have been reserved for public use,—the little Plaza, 80 feet by 200 feet at Fourth and D Streets, already referred to, and the square on India Street from F to G Streets. In addition to these this report recommends a public Plaza of a full block in connection with the Civic Center, and two small squares in front of the Union Stations. These would do much to give a sense of openness where it is most needed. But other spaces are desirable, indeed essential. A public garden, covering one, perhaps two, blocks should be laid out in the East End, near Logan Heights. Important streets, such as H and Fifth, should have an occasional open block around which churches, schools, and other monumental buildings could be effectively grouped. The block from H to I Streets and Eleventh to Twelfth Streets appears to be an excellent location for a public square. This, like many other blocks, is still practically unbuilt on. Then there are several triangles at the intersection of streets, as at University Avenue and Vermont Street, which are not apt to be attractively developed in private hands, but which, be-

cause of their shape and location, are peculiarly desirable for public ownership and public use.

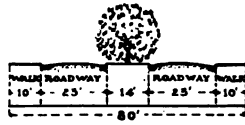
Open spaces for playgrounds, are even more imperatively demanded. Playgrounds especially designed for children of various ages and conveniently located near their homes and in connection with the schools must be provided sooner or later. For the little children, under six years of age, the period of the sand pile, these playgrounds should be close at hand, or they will not serve their purpose. Then grounds of suitable area are needed for the children of the school age. These can most often be best arranged in connection with the schools. It is true that the Russ High School and some of the other schools in San Diego have playgrounds, but they are seldom large enough, and it may be observed that the practice of cities generally is that, as school buildings have been increased in size, the grounds available for play have been contracted rather than correspondingly enlarged. The third class of playgrounds is for older boys and young men and for girls and women. Their needs require outdoor gymnasiums and relatively large tracts for athletic sports. Level ground for such large playfields could be had in the East End near Twenty-sixth and Logan Streets, probably along the filled-in Bay Front north of the proposed Paseo, and also near the Russ High School south of the City Park. These three divisions are, of course, not entirely distinct, yet they indicate in a rough way the urgency for playgrounds differing in size, distribution, and arrangement. "The thing that most needs to be understood about play," writes Mr. Joseph Lee in an illuminating monograph, "is that it is not a luxury, but a necessity. It is not simply something that a child likes to have: it is something that he must have if he is ever to grow up. It is more than an essential part of his education: it is an essential part of the law of his growth, of the process by which he becomes a man at all." American cities, towns, and villages have responded generously to this playground movement. Chicago, above all other cities, has perfected playgrounds and recreation centers for its children, and the members of a civic improvement committee could not do better than to study the method of procedure there. Each school, each ward, each residence district in San Diego, by nature a play city, should have its playground. The time to provide them is now. Before long real estate values will become prohibitive and land of suitable character

will pass into private use. Play areas are a necessity of city life, and by obtaining them now San Diego can avoid the heavy penalty of procrastination which New York and other cities have had to pay.

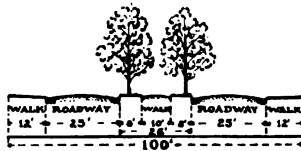
#### STREETS AND BOULEVARDS.

Our cities will remain commonplace, congested, and ugly until we understand better the place and function of the street, where it should go, how it should be divided, what it should look like, and the need for differentiation between one street and another. Of the seven hundred streets of Seville it is said that there is scarcely one which has not a personal character of its own. Different streets have as different functions as different buildings. Unless they are carefully located and designed to fulfill these various functions, there results incalculable loss and waste. We have streets curved where they should be straight, straight where they should be curved, narrow where they should be broad, occasionally broad where they should be narrow, and no street connection at all where one is imperatively needed. We have streets at too frequent intervals and streets too far apart. Illustrations could readily be given of each of these mistakes in street planning. Then, when the location, the grade, the width, and the distance from one another are right, the street is undeveloped, lacking those features and fixtures which are essential to its proper appearance and agreeable use.

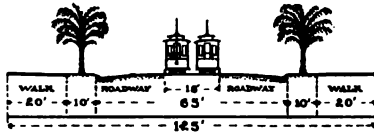
It is not possible to make hard and fast regulations as to streets for cities in general, nor even for one city in particular. Local conditions call for ever varying local modifications, if the designer is to do his work well. Still, we take a long step forward if we can come to understand the need and the desirability of differentiation. Therefore, I submit for the consideration of the committee five types of street treatment, not as fixed forms for street improvement, but as illustrations of what seem to me after careful study would be appropriate general types for San Diego. These are: (1) The Normal Residence Street, which is now usually 80 feet wide; (2) A Wide Residence Street, 100 feet; (3) An Important Business Street (D Street west of Third Street is in mind); (4) A Boulevard, 200 feet wide; (5) A Thoroughfare with Cars, 150 feet. The general treatment of each street and its subdivisions is indicated in the accompanying plan. In addition to these, there is a permanent



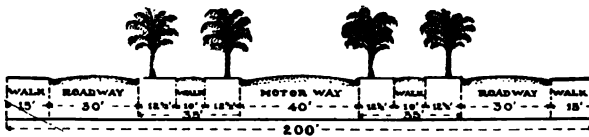
1. NORMAL RESIDENCE STREET



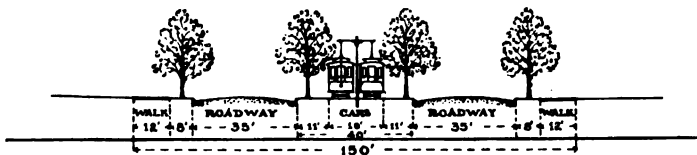
2. WIDE RESIDENCE STREET



3. IMPORTANT BUSINESS STREET  
(U STREET)



4. BOULEVARD



5. THOROUGHFARE WITH CARS

## STREETS AND THOROUGHFARES SAN DIEGO CAL.

JOHN NOLAN LANDSCAPE ARCHITECT  
CAMBRIDGE MASS.



place in San Diego's street system, I believe, for a residence street narrower than 80 feet, say 50 or 60 feet, for modest homes.

If any citizen of San Diego wishes to see the street problem in an aggravated form, a form in which it will soon appear in San Diego, let him go to Los Angeles and stand at the corner of Fifth and Spring Streets or Fifth and Main Streets, or go to other sections of that remarkable city. The problem there is already acute, and yet the provision has been much more ample than in San Diego. Or, if he will observe the home rush in the evening at Fifth and D Streets in his own city, he will realize that increased car service on Fifth Street will not very long be able to meet the demand that a larger population will soon make upon it. Or let him note the vehicular use of any down-town street even to-day with a population of but 40,000 to provide for, and the popular ownership of automobiles just begun. This inadequate width of business streets is but one of San Diego's mistakes in street making. The most glaring and serious, of course, is the attempt to implant a rectangular system, almost unrelieved by diagonals, on so irregular a topography. In planning for street trees in San Diego, the designer has a peculiar problem. He must aim to dress the street and relieve its barrenness, but avoid shading the houses. Even the sidewalk should not be densely shaded unless there remains a choice between a sunny and a shaded one, for in San Diego there are few days in the year and few hours in the day, the resident soon learns, when the sun is not more welcome than shade. In the plans submitted, the attempt is made to meet this condition of climate, and at the same time to give the streets, boulevards, and thoroughfares a characteristic and pleasant appearance.

To sum up, San Diego needs to improve its street system in the following particulars:

(1) By widening, so far as practicable, such streets as Fifth north of Date, and D east of Fourth. Beyond these points the widening of Fifth Street and D Street now appears impracticable.

(2) By improving D Street from the Bay Front to Fourth, its ample width permitting the planting of palms or other trees, and its use calling for the removal of overhead wires and the erection of artistic street fixtures of such a character as those now to be enjoyed in Los Angeles. H Street might with advantage be treated in the same way.

(3) By lessening the paved area of most 80-foot residence streets, planting them either in the center or at the sides.

(4) By establishing some wider residence streets for the bigger and handsomer homes that are now being built.

(5) By the construction of several main thoroughfares, 150 feet in width, like the one at Coronado, to meet the demands that transportation will soon place upon the city.

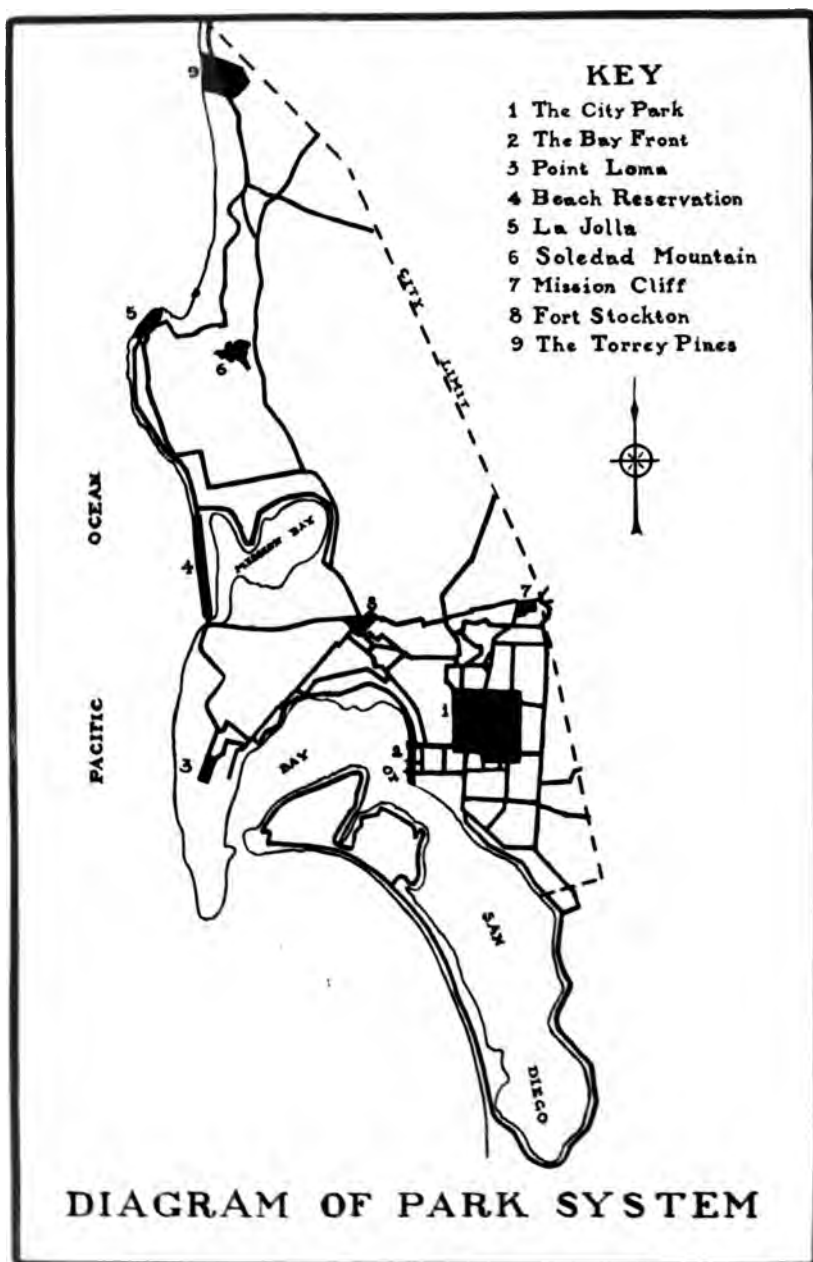
(6) By making the more important boulevards, the routes of which were well selected by the recently appointed committee, 200 feet in width.

(7) By encouraging or requiring a more intelligent subdivision of the suburban tracts which are now so rapidly being added to the city plan.

In the improvement of established cities no changes are so difficult, none so important, as those in streets. They are difficult because of the expense and the great number of interests involved. But the gains are so decided that a city should face the difficulties with courage and generosity. In the unbuilt sections it would be comparatively easy to secure a more logical street system, and the practice is already manifest in such less hampered districts. The proposed arrangement for the main part of the city, however, would occupy but little more ground than the present one: it would simply be distributed with more discrimination.

Few cities in the United States have a more romantic history and situation than San Diego, and it is to be regretted that they are not reflected in the street names. Instead of D Street, Fifth Street, and similar colorless names, we might honor the discoverer of the Bay, the sturdy fathers who established the missions, the pioneers in settling the modern city, the heroines of its romances which have become part of our literature; or we might give some happy recognition to the topographical situation of certain streets, especially as they express themselves in the soft words of the Spanish language. Southern California is full of color, of picturesqueness, of character, and it is a pity not to embody these qualities in the names that designate the public streets and avenues of the city. No method of honoring those to whom honor is due is more available, more appropriate, more enduring.





## A SYSTEM OF PARKS.

San Diego early expressed its belief in parks by setting aside, close to the center of the town, 1,400 acres of natural canyon and mesa as a City Park. This great reservation for the people was secured by a simple resolution introduced into the City Council, stating that Pueblo Lots, numbers so and so, "be a park," illustrating how easy is the acquisition of park land when action is taken early enough. But until four or five years ago nothing was done to fit this property for public use. A complete plan was then prepared and adopted, and its execution begun. It is not the purpose of this report to inquire into the justification of this park,—the wisdom of withdrawing permanently from use so large a tract in the heart of the city, of separating so completely the business and residence sections, of blocking transportation for twenty-two city blocks each way; nor to estimate the inevitable cost for construction and maintenance in connection with such a park property, so located. These are questions, however, that the city authorities must consider. It may be advisable, also, to consider the relation of the present park boundaries to the property immediately surrounding it and the extension of the park to Fifth Street, from Date to Grape Streets, so as to give it a better frontage and approach.

But in a city like San Diego, stretching for more than twenty miles up and down the coast, with an almost infinite variety of scenery, no single park is sufficient. A *system* of parks is unquestionably the demand. Such a system can be secured here easily. It should include characteristic, inexpensive, almost ready-made parks in every part of the city, to be united into a connected series of pleasure-grounds. The attractive situations available are so great that choice is difficult. The following areas have been selected as most important:

(1) Of course, the nucleus of the new park system would be the *City Park*, already spoken of, on the possession of which the citizens of San Diego are to be congratulated. It is a magnificent tract of typical California country, especially satisfying in canyon scenery. From its elevations superb views can be had of the Bay, Coronado, and the Pacific Ocean to the west; the glorious mountain ranges of San Bernardino, San Jacinto, and the Cuyamacas to the east, while below lies the business section of the city, and to

the north, on the heights, the picturesque groupings of bungalows and other homelike California residences. This park contains tracts which are suitable in character and location for golf, tennis, and a large general playfield. As noted in the case of streets, it would seem that the park might receive some more distinctive name than the "City" park. The two names suggested—"Cabrillo," the discoverer of the Bay of San Diego, and "Canyado," meaning little canyon—are both unusually happy. Perhaps the latter would be more significant for the City Park, the former being reserved for the Bay Front Parkway or Boulevard.

(2) The improved *Bay Front* would virtually be a park. It illustrates what is true of many of the proposed parks for San Diego; little more is needed than a view-point, a foreground to a picture. Nature herself will supply the picture, and maintain it without cost. The Bay Front Boulevard can with profit be extended all the way to Point Loma, and north and west of Date Street it will probably be possible to fill in a much wider strip.

(3) A physical feature of value, the beauty of which it is impossible to overestimate, is *Point Loma*. This picturesque promontory, stretching out six or seven miles into the sea, with the Bay, Coronado, and the city always visible on one side, and the ocean on the other, is a place of incalculable value for recreation purposes. The United States government owns and occupies the end of the promontory, but the city should not rely entirely upon the national government's reservation. It should itself possess at least enough land on Point Loma to ensure a command at all times of the marvelous view that can be enjoyed from there. "This site," writes Charles Dudley Warner in *Our Italy*, "commands one of the most remarkable views in the accessible civilized world, one of the three or four really great prospects which the traveler can recall, astonishing in its immensity, interesting in its peculiar details. The general features are the great ocean, blue, flecked with sparkling, breaking wavelets, and the wide, curving coast line, rising into mesas, foot-hills, ranges on ranges of mountains, the faintly seen snow peaks of San Bernardino and San Jacinto to the Cuyamacas and the flat top of Table Mountain in Mexico. Directly under us on one side are the fields of kelp, where the whales come to feed in winter; and on the other is a point of sand on Coronado Beach, where a flock of pelicans have assembled after their day's fishing,

in which occupation they are the rivals of the Portuguese. The perfect crescent of the ocean beach is seen, the singular formation of North and South Coronado Beach, the entrance to the harbor along Point Loma, and the spacious inner bay, on which lie San Diego and National City, with low lands and heights outside, sprinkled with houses, gardens, orchards, and vineyards. The near hills about this harbor are varied in form and poetic in color, one of them, the conical San Miguel, constantly recalling Vesuvius. Indeed, the near view, in color, vegetation, and form of hills, and extent of arable land, suggests that of Naples, though on analysis it does not resemble it. If San Diego had half a million of people, it would be more like it, but the Naples view is limited, while this stretches away to the great mountains that overlook the Colorado desert. It is certainly one of the loveliest prospects in the world, and worth long travel to see."

(4) It is strange that San Diego has no Beach Reservation. With all its miles of ocean frontages, including many hard and beautifully curved beaches, the city owns none. If only one beach were secured, probably the sand spit south of "Pacific Beach" would be the best; but I recommend that the Park System include, if possible, a number of beaches. Experience in Boston and elsewhere has demonstrated their value and popularity beyond all question. On Sundays or holidays Revere Beach, Boston, is sometimes visited by more than a hundred thousand pleasure-seekers. Coronado Island and North Island have beaches which should be considered. In fact, the whole of North Island, now quite undeveloped, would make a public pleasure-ground unequaled even in San Diego.

(5) *La Jolla* is practically a village within the city of San Diego, and it is one of the most romantic and alluring spots on the coast. "El Nito" (the nest), it has been aptly called, because it seems to hang, like the sea-gull's nest, between the sea and the sky. The famous picturesque caves, the witches' caldron, the biological station, and other attractions have already made of *La Jolla* a resort within a resort. Fortunately, the city now controls a well-located piece of land here, to which it needs but to add slightly, and then to give the property an unified treatment.

(6) *Soledad Mountain* is practically a part of *La Jolla*. It is a natural site for a park, so situated as to be of little value for

private use, while the view from its top, easily reached, reveals snow-capped mountains, valleys, plains, and sea.

(7) A view of the Mission Valley, broad and restful, with the foothills at one end and the bay at the other, is one of the landscape features that the proposed Park System should unquestionably include. This view is easily secured from almost any one of the cliffs that jut out on the south side, the city side, of the valley. One of these points ought to be had at little cost. Indeed, real estate conditions are such in this and in other parts of San Diego that it is not unreasonable to expect that, with a sound public policy once adopted, much of the land needed for the parks and parkways would be presented to the city. The beautifully situated Old Mission itself, the first established in California, is a landmark of historic interest that should be preserved at any cost.

(8) In "Old Town," near and including *Fort Stockton*, the city owns property which simply needs completing to form another center in this wonderful Park System. Here, again, there is joy and inspiration to be had in superb views, to which is added the interest arising from historic and romantic associations.

(9) *The Torrey Pines* would form a unique addition to the Park System, one that the city could not on any account afford to omit. An excellent description of this pine has been given by Mr. T. S. Van Dyke in his book on Southern California, from which I quote:

"Torrey's Pine is limited to a few square miles upon the tablelands along the coast of San Diego County, some twenty miles above the Bay of San Diego, the only place in the world where it has yet been found. It is a dwarf-pine, seldom over thirty-five feet high, with bright green needles, four or five inches long, clustered in thin bunches. . . . Unlike all the other pine-nuts of California, this has a shell as hard as a filbert, with a large, full kernel as sweet as that of a pecan-nut or chestnut and entirely free from the slightest flavor of pine. These trees seem to thrive best in the dry, rocky cliffs about three or four hundred feet above the sea. A few, protected by the inaccessible nature of their home, still look out upon the broad ocean." The Torrey Pine is probably the rarest tree our earth has ever produced, and by restoring the growth near Del Mar, in the northern part of the city, a park reservation of singular interest would be created.

(10) The final feature of the Park System would be a grove of

live-oaks, a tree which in its full development gives grace and beauty to any landscape. Groves of these magnificent trees, with many veteran specimens, are still to be found in the "back country." Perhaps the nearest and most suitable for park purposes are those in the foothills of San Diego County near Lakeside, twenty miles northeast of the city, about the same distance as the Torrey Pines. Such a reservation could be had now for a very small sum and it would add to the parks of a sandy coast country an inland reservation entirely different in climate and vegetation.

Connect this system of parks by the boulevards and parkways already planned, develop it naturally, simply, harmoniously, and then confidently invite comparison with it of any park system in the world. It would not be expensive to acquire, to construct, to maintain: it would not be extensive in acreage; but because of the range and grandeur of the natural scenery that it embraces and looks out upon, and because of the rich vegetation and the succession of fine days, month after month, that San Diego's climate guarantees, it would surpass in recreative value any provision that the people of a modern city have yet succeeded in making. It would give to the citizen health, joy, and more abundant life, and to the city itself wealth and enduring fame.

To sum up, the more important recommendations for San Diego are briefly as follows:

(1) To purchase for a Public Plaza the block from D to C Streets and from Front to First Streets.

(2) To form a Civic Center around this Plaza by some such grouping of public buildings as outlined.

(3) To build a sea wall, fill in the Bay Front as suggested, and improve it for the purposes of commerce and recreation.

(4) To construct "The Paseo," a pan-handle to the City Park, and thereby connect the bay and the park.

(5) To establish at the foot of Date and Elm Streets a center for the higher forms of pleasure-making.

(6) To improve the railroad and water approaches to the city.

(7) To open, ventilate, and beautify the city by increasing the number of small "squares" and open spaces.

(8) To provide ample playgrounds for the use of children.

(9) To display more differentiation in the location and in the treatment of streets and boulevards.

(10) To establish a system of parks to include the City Park, the Bay Front, Point Loma, a Beach Reservation, La Jolla, Soledad Mountain, Mission Cliff, Fort Stockton, the Torrey Pines, and a grove of live oaks.

These recommendations may appear to present a heavy task for a city the size of San Diego; yet, after careful consideration and a comparison with the programs and achievements of other cities, I believe the proposed undertakings are all of a reasonable nature. When they are looked at from the point of view of twenty-five years hence, so far as that can be brought before the imagination, they will in many respects be considered inadequate.

While San Diego has not yet a large population, it is steadily growing, and it has few citizens without faith in its future. That faith must now express itself in action, for it is well known that public improvements requiring the acquisition of large property must precede population; otherwise they become impossible. A comprehensive and practicable plan is under consideration. It will take months to work it out even on paper, and years to execute it. But now is the time to adopt a policy and actually begin work on a far-reaching scheme the result of which, I believe, will surpass the most cherished expectations.

The funds necessary for these improvements will have to be provided largely by bond issues, giving future generations the opportunity to share in the creation as well as the enjoyment of a more convenient, prosperous, and attractive city. After all, the greatest benefits will be theirs. Such expenditures are really investments, and the dividends steadily increase. The experience of many cities illustrates the truth of this statement. Private philanthropy can also be confidently counted upon to make its contribution. But the success of the proposed work will depend not so much upon money as upon forethought, system, wise planning, and public-spirited enterprise.

Finally, let me say that with suitable approaches by land and water, a broad esplanade on the Bay Front, a fine plaza in the heart of the city, a dignified yet simple treatment of D Street, a liberal and impressive grouping of public buildings in ample grounds, a series of carefully designed playgrounds, a great system of parks

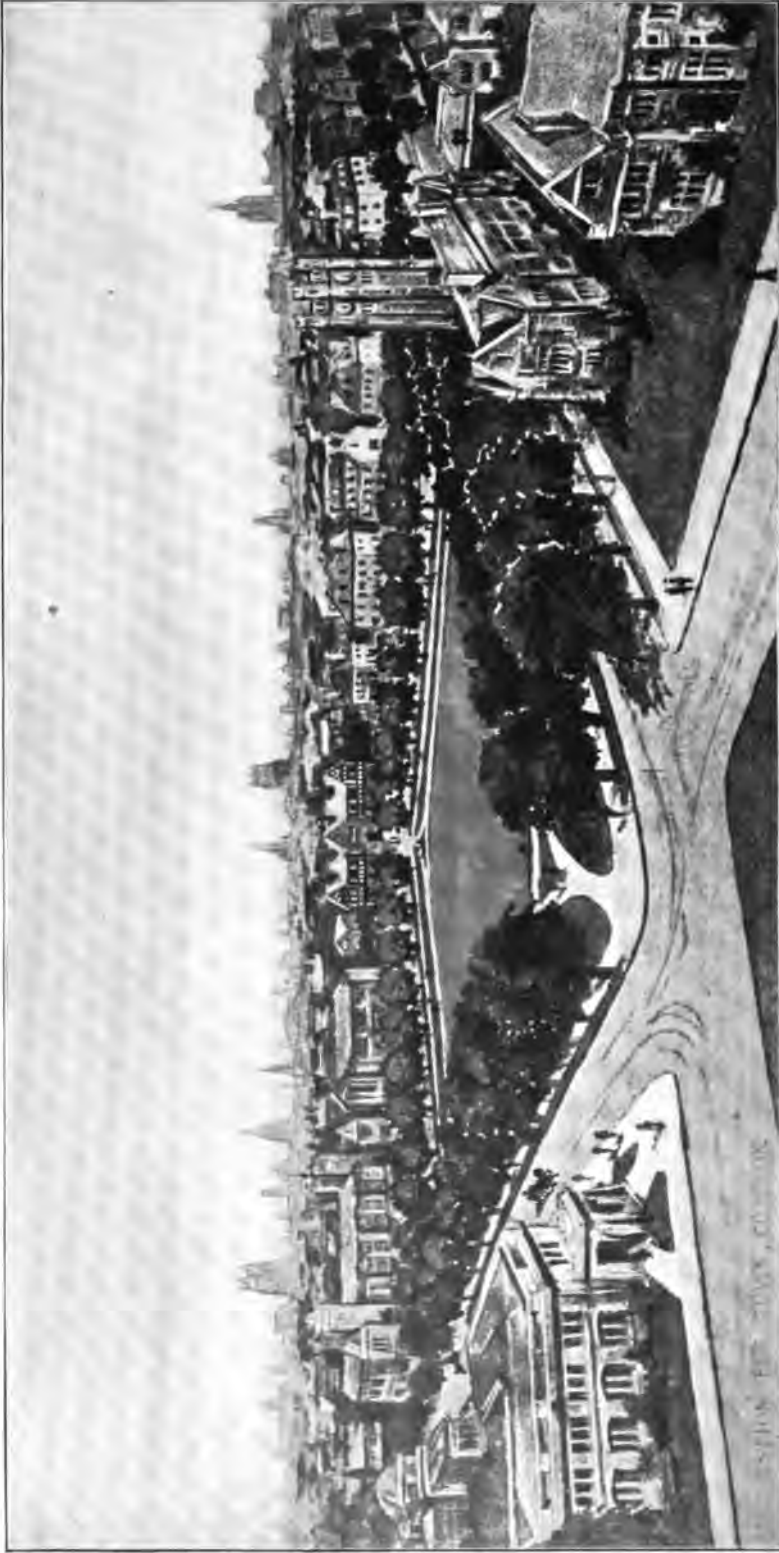
well connected by boulevards,— with all this and its God-given scenery and climate, San Diego will be able to point with pride to its public possessions, and feel sure that by timely action it has secured to its citizens a glorious heritage.



**IV. MONTCLAIR**  
**A RESIDENCE TOWN SUBURBAN TO NEW YORK**







Proposed Town Common, Montclair.

Proposal to clear off buildings and to transform an irregular block into a Green Square or Town Common: to group around it, in simple harmonious fashion, the principal buildings required for public business, for art and recreation, and for Central Schools.

## MONTCLAIR

**T**O preserve the characteristic natural attractions of Montclair and to promote its convenience and beauty as a residence town, requires, first, an estimate of its resources of situation, climate and scenery, and a brief appraisalment of its existing facilities for town life; and then a plan of procedure to secure those other features which reasonably may be considered necessary, desirable, or appropriate.

Montclair's natural resources as a residence town are real and permanent. It is situated twelve miles west of New York City, on the east side of Watchung Mountain, and has an elevation ranging from about 300 to 700 feet. The country is wonderfully picturesque, much of it still rural in aspect, and well-wooded with oaks, chestnuts, maples, and other native trees. To the east there is a broad and impressive landscape view with the high towers of New York City visible by day and its magic lights at night. To the west, from the mountain top, one looks out upon a reach of graceful valley rich in charm and beauty.

To these natural advantages of Montclair two others have accrued which increase greatly its value and delight as a residence town. It has age and the mellowness which goes with it, and a picturesque and irregular town plan. The early settlers came from Connecticut nearly two centuries ago, bringing with them the characteristic New England ideals of education, religion, and life. The marks of their wholesome influence are still visible. The town plan, the location and direction of streets and open spaces, are largely the result of a slow evolution, new facilities coming gradually and only in response to new demands. Such an evolution or growth in a town or city plan has nearly always its peculiar limitations, but it has also its peculiar merits, and, in the case of a town primarily for residence, it imparts a flavor, an atmosphere, a distinction, seldom to be secured in any other way. Elm Street and Llewellyn Road have a mellow beauty that can come only with time. On the other hand, all the commonplace characteristics of

the new suburb,— regularity, straight streets, absence of trees, general rawness,— happily, are lacking in Montclair.

Montclair, of course, possesses the usual public facilities for town life. It has paved and shaded streets, sidewalks and sewers, electric cars, an adequate and pure water supply, gas and electric light, and other public works. It has schools of marked excellence; its churches are numerous and large; and the golf and country clubs and other social enterprises maintained by private funds provide recreation for a considerable number. Already the Essex County Park System is more or less available, and a beginning has been made with local parks.

But, after all, these facilities are usual and are matched by many American communities with much less in the way of natural advantages and wealth. They are in no wise notable. In fact, in comparison with some cities, not only in the East but in the West, Montclair is lacking in some of the most essential features of convenience, comfort, and characteristic beauty. It can ill afford longer to rely so entirely on its superior natural attractions. These are of great worth and should be preserved with fidelity, but to them should now be added suitable railroad approaches; a more adequate provision for local business; a suitable Town Common around which to cluster new educational, art, and recreation features; widened and improved streets; thoroughfares for traffic and pleasure driving; a more thoughtful method of planting and maintaining street trees; a rational system of opening streets; a decidedly better housing of the poor; and a more comprehensive, modern, and significant development of open spaces, local parks and playgrounds.

These are the main features with which this chapter will concern itself. Town art should be fundamental, aiming not at superficial effects but at convenience and utility and, through them, at beauty. It should take account of many practical matters,— land values, their stability and increase, the promotion of health and happiness, the prevention of nuisances, the protection of the character of neighborhoods, and the organic development of the whole town.

#### RAILROAD STATIONS AND THEIR SURROUNDINGS.

For perfectly obvious reasons it is important that every city, town and village should do all that is possible to insure convenience, orderliness, and a certain type of beauty in and about its railroad

approaches. Especially important is it in the case of a suburban town; first, because the station is used daily by a majority of the entire population and, secondly, because the arrival at the station should afford at once, in contrast to the city, something of the quiet, order, and beauty that should be found in any home that makes the long daily journey back and forth worth while.

If one were to form an impression of Montclair as a residence town from the present railroad stations, either the Lackawanna or the Erie, it would be far from agreeable. The buildings are old, ugly, and badly located, the surroundings unsightly, without adequate provision for convenience or the slightest suggestion of beauty. What is true of the stations and surroundings is equally true of the line of the railroads through the town. It is like tracing the course of a blight to follow these railroads — everywhere they have left their ugly scars. Some may think that this is necessary. An inspection of other stations will prove it not to be so. In Pennsylvania, in Massachusetts, in some parts of New Jersey and New York, and in certain States of the West, to say nothing of Europe, many examples can be named of railroads with orderly, appropriate, and even beautiful surroundings. In fact, there is but one excuse for the present intolerable situation in Montclair,— both railroads have long outgrown the earlier provisions for service, and have not yet replaced them with something more adequate and fitting. Over fifteen hundred passengers are landed at the Lackawanna station daily, and as many more at the various stations of the Erie Railroad. This number is certain to be soon largely increased, perhaps doubled. The permanent attractions of Montclair for residence, and especially the new facilities for getting to and from New York furnished by the recently-opened Hudson tunnels, will not be overlooked by people seeking out-of-town homes.

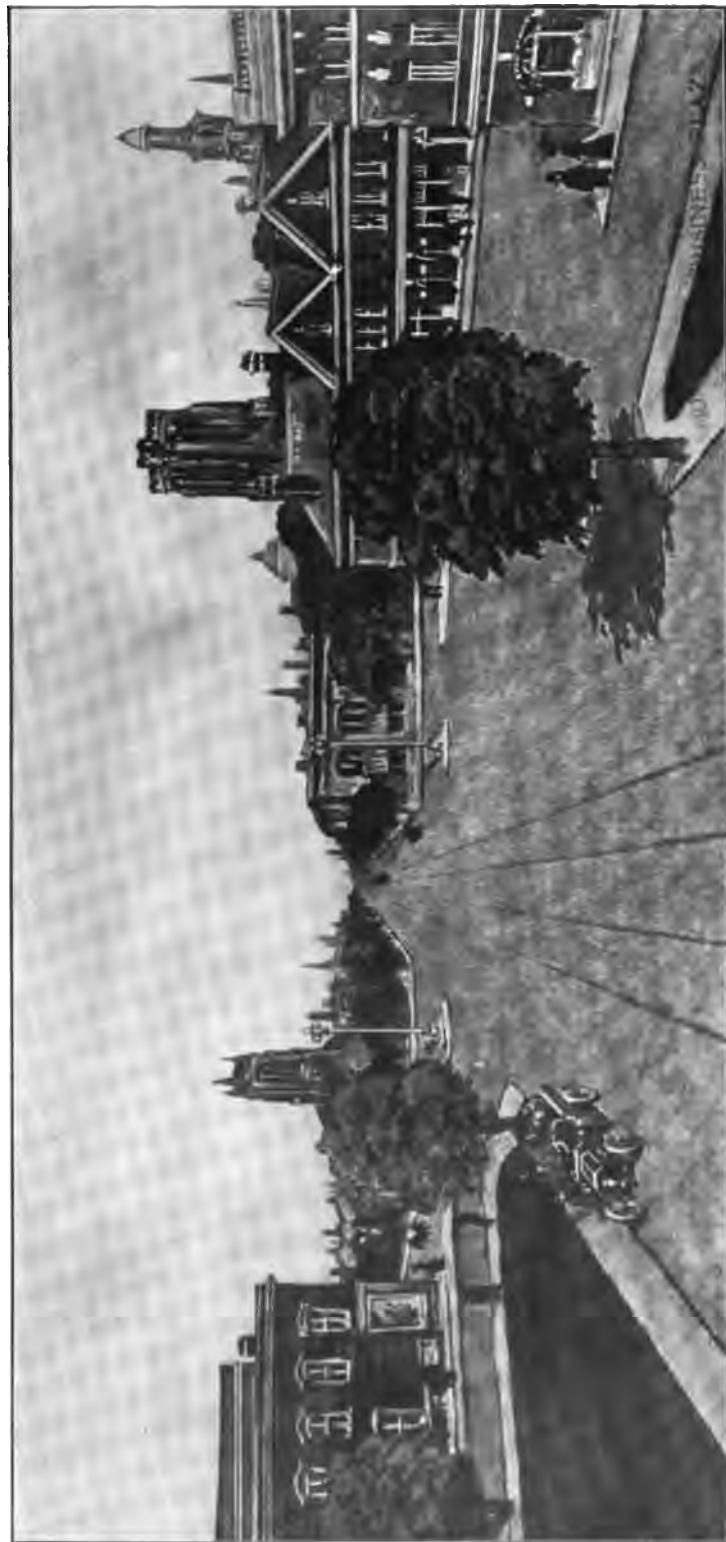
It should be recognized that there are some matters connected with the railroad stations which concern vitally the interests of the town, but which are apt to be neglected by the railroad companies. The latter often appreciate the need for an up-to-date station building, but do not take pains to have it accord with the character of the town. They are impressed with the necessity to provide freight facilities, but overlook the equal necessity to provide passenger facilities, both foot and vehicular. Again and again, the railroads ignore the question of approaches to the station, and the beautifying

of the station surroundings seldom receives the attention it deserves, from motives of economy if from no other reason.

The Lackawanna Railroad must soon rebuild its Montclair station. An opportunity, therefore, would appear to be afforded to consider the location of the station, the character of the building, and the treatment of its surroundings. At present the Lackawanna station is not situated on an important street, but between Bloomfield and Glenridge Avenues, with an outlet on Spring Street. Objections to this site are manifest. It involves a curve approaching Bloomfield Avenue from Glenridge, a grade crossing at Bloomfield Avenue (over sixty passenger trains a day crossing the tracks of four hundred trolley cars, to say nothing of other traffic) and a crossing at Grove Street, the most important thoroughfare on the east side of Montclair, which must in time, it would seem, have a double track of electric cars. Furthermore, the present station stands upon a block that would be too small even if all of it, from Bloomfield Avenue to Glenridge Avenue and from Spring Street to Grove Street, were given up to the needs of a passenger station and approaches.

The best site, the most logical, would appear to be the block between Bloomfield Avenue, Washington Street, Elm Street, and Hartley Street. The selection of this site would do away altogether with the necessity of crossing either Bloomfield Avenue or Elm Street and would give a good-sized block on a commanding elevation for the station and grounds. It would involve the railroad, however, in some radical changes of arrangements. The next best site is the one directly opposite, the block bounded by Bloomfield Avenue, Glenridge Avenue, Grove Street, and Pine Street. It has ample size, avoids the crossing of Grove Street and involves the railroad in no radical changes. The most serious objection to it, as compared with the site on the other side of Bloomfield Avenue, is that it continues the present ugly and dangerous crossing of Bloomfield Avenue. The street or the railroad would have to be elevated, for a grade crossing at either Bloomfield Avenue or Grove Street should not be tolerated. Either of these sites, however, would give opportunity for vast improvement on the existing conditions. The new plan should include a well-located and suitable station, sheds for public and private vehicles, and ample platforms. There should also be space for appropriate planting of hardy shrubs





Sketch for the Proposed Business Plaza at Montclair.

A detailed illustration of replanning in a small city that would contribute to safety, to convenience and to beauty.

and trees, a feature that should not be omitted in any approach to Montclair.

The improvement of the main station of the Erie Railroad, at Greenwood Avenue and Walnut Street, should be taken up in much the same way, although neither the changes needed nor the opportunities are so great. There is already near the station a small planted space, which is at least an indication of what is possible. The new station could be placed to advantage on the axis of Montclair Avenue and Greenwood Avenue and thus made a feature of real beauty for that section of the town.

In Upper Montclair the station itself is fairly good, but a marked and much needed improvement could be made if the railroad or the town or the two acting together, would acquire ownership of the open space west of the station. The unsightly low block to the east, bounded by Bellevue and Lorraine Avenues and Valley Road, should be owned or controlled by the town. These two acquisitions would give opportunity not only for adequate railroad approaches, but also for the development of a convenient and distinctive business center for Upper Montclair. Around this open space would assemble not only stores but local public and semi-public buildings. The trend of the present development makes this reasonably certain.

The improvement of the railroad approaches to Montclair is one of the most important phases of town betterment. It can be effected only by an open-minded study of the present and future interests of the whole community and a hearty coöperation on the part of railroad officials and townspeople.

#### BUSINESS PLAZA.

Even a superficial study of the plan of Montclair makes clear the present predominance as a business center of the Six Corners,—the place where Glenridge and Fullerton Avenues cross Bloomfield Avenue,—and a more thorough study of the situation and of the application of the laws of town growth soon convinces one that this point may be the stable and permanent center, provided more ample facilities are forthcoming to meet the demands of transportation and business. Up to the present time everything has been done by the location and direction of through-streets and by the construction of stores to attract traffic into or through this center.

But nothing has been done as yet to meet adequately the needs of this traffic; not one foot of space is open for public use beyond the bare width of the rather narrow streets. The result, quite natural and inevitable, is that this center is already the scene of surprising confusion and congestion, a situation that must become steadily worse and, unless corrected, lead ultimately to the shifting of the trade center to another section. This condition is exaggerated by the fact that there is no through street running north and south between Fullerton Avenue and Valley Road, a distance of 1,400 feet. More than that, all the traffic from the north end of the town to the south between Fullerton Avenue and Valley Road, which at places are nearly half a mile apart, is, because of the lack of cross streets, turned needlessly into the Six Corners. It is an instructive, even if disquieting, study to stand for an hour at the corner of Bloomfield Avenue and Church Street during a busy portion of the day, watch the steady procession of carriages, motor vehicles, business wagons, and electric cars, and then consider that this is the heart of a town which prides itself on keeping as much as possible of what is most essentially like the country, and that families have set up their homes here primarily to escape the noise and turmoil of New York City.

The natural conclusion to be drawn from these statements is that the conditions at the present center are in conflict with one of the most precious elements of Montclair life, and unless corrected effectually, may lead in time to the shifting of business to more adequate quarters. The present arrangement stands for discomfort, inconvenience, and, perhaps, accident, and everything reasonably possible should be done to bring about a revision of it. "The square in the center of the town," said a local paper recently, "is coming to be as dangerous a place as 'dead man's curve' on Fourteenth Street, New York City."

What can still be done? One thing relatively easy can certainly be done without delay. Park Street can be cut through, with a width of at least sixty feet, from Bloomfield Avenue to Church Street, coming out at or near Bradford Place, and Forest Street can be connected with Seymour Street. Fortunately, this extension of Park Street would destroy no property of great worth; on the contrary it would open up valuable frontages for business use and incidentally give the Y. M. C. A. building a corner situation more

fitting for a public edifice of such size. The relief that these connections would afford is immeasurable.

But the extension of Park Street and of Forest Street would by no means be enough. Something must be done at the Six Corners themselves. Direct relief there is imperative. Above all, more open paved space must somehow be supplied. It is proposed to secure such space by the following changes in existing property lines: (1) To cut back the corner of Bloomfield Avenue and Church Street as indicated. (2) To round off the corner of Bloomfield and Glenridge Avenues. (3) To rearrange the lines of the property at the corner of Fullerton and Glenridge Avenues so as to make the whole area shapely and relatively somewhat spacious. These changes can now be made with comparative ease and would probably justify themselves on financial grounds alone.

All the properties would gain in valuable frontage on the newly formed Plaza. The one most effected, the corner of Fullerton and Glenridge Avenues, would actually have about 220 feet of frontage in place of 170, a gain of over twenty-five per cent. As a result, a large, open, well-arranged Plaza, 160 by 300 feet, would be established, affording some of the space indispensable for increasing traffic and an altogether more worthy setting for the retail business of the town. While not ideal, the proposed changes, especially if coupled with a different and more appropriate architectural standard, would unquestionably more than justify themselves.<sup>1</sup>

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<sup>1</sup> In the Spring of 1909 the owner of the Mansion House site at Bloomfield Avenue and Valley Road informed the Municipal Art Commission that he would shortly begin plans for contemplated improvements and requested them to suggest what, in their judgment, the interests of the public required as to the location of buildings in relation to the streets. In a conference with the owner and a committee, it was agreed that, as traffic at this intersection will greatly increase in the future, the space ought to be enlarged by rounding of the corners now, before permanent improvements are made on the corner lots. Thereupon the owner of the Mansion House site proposed to the City Council to give to the town, for enlarging the street space, a triangle 35 feet deep, provided the town would round the corner of its own property (Police Station, etc.), and purchase enough of the northeast triangle opposite to round that corner also. The Council accepted the proposition. Since then the owner of the northwest corner has agreed to give a sufficient amount of ground to suitably round that corner of the road. Thus the four corners of this busy crossing will be rounded and the street will be made safer and pleasanter for all time.

## A TOWN COMMON.

Notwithstanding the fact that Montclair has a population of 20,000 or more and an assessed valuation of nearly twenty-seven millions, it has no real town center, no town buildings of its own. The local public business is transacted in rented quarters, as is also that of the Post Office. Here is a lost opportunity. Many a town of Montclair's population or less, with not one-half its wealth, has been rendered interesting primarily through the possession of a group of well-designed public or quasi-public buildings, arranged around or near a village green or common. The people of Montclair have erected some substantial schoolhouses and several dozen church buildings, many of them of a size, material, and design to justify pride. But there is no Town Hall, no suitable Post Office. A town such as Montclair, still in a formative stage and with an assured future, has an opportunity to secure all the advantages of centering its town life in some appropriate place. By working out in advance a plan broad enough and elastic enough for future needs, it may achieve most gratifying results at slight expense; indeed, the cost may possibly be less than the present haphazard and wasteful method. No matter how small the place, it must sooner or later have some public buildings, and their proper location and relation to one another is important in inverse ratio to the size of the town. A large city has other claims to distinction, but the little town must make the most of the few buildings that suffice its more limited requirements.

The nearest approach in Montclair to what might be called a civic or town center is the neighborhood of the high school, where a number of school buildings, the public library, and several churches stand. This location has been fixed upon by a process of natural selection and its further development would seem to be equally natural. Many residents of the town are agreed that it is preëminently adapted for a more general public use. It appears to be not only well suited but available, for as yet no buildings of importance have been erected upon the adjacent property which the larger use would include. Indeed, some parts of the section, along the lower end of Myrtle Avenue, for example, have developed in such an unfavorable way as to make a radically different treatment highly desirable. With a view to embracing this peculiar

opportunity, one that cannot be expected to last indefinitely, it is proposed to transform the irregular block from Church Street to Myrtle Avenue and Orange Road to Trinity Street, about 400 feet square, into a green square or town common, avoiding unnecessary formality in its development and retaining and enhancing a certain picturesque quality which that neighborhood possesses at present. This block once secured, there would be easy and admirable opportunity, all that the town needs, to group around it in a simple, harmonious fashion, many of the buildings required for public business, for art and recreation, for central schools. The high school, the central grammar school, the library and several churches are already located here. There would be good sites for the new town hall, public baths and gymnasium, perhaps the post office, and such semi-public enterprises, much needed in Montclair, as an inn or small hotel, and a casino and garden for music, theatrical performances and art exhibitions.

#### STREETS AND DRIVES.

Town improvement centers in the street. The street ramifies everywhere from the heart of the town to the remotest corner and nothing can atone for its inadequate or inappropriate development. Every decision with regard to the street is important, its location, its width, its subdivision, its grade, its planting, its fixtures; and with but few exceptions these decisions concern the general public far more than the individual or group of individuals who happen to reside on the particular street under consideration. Therefore, the settlement of these matters, it would seem, should rest in public hands and decisions affecting them be made primarily with regard to public interests. But in order that the public may be effectively served in street-making, some official must have not only large knowledge but large authority.

Different streets have different functions and every street is related, or should be, to some other street. Even in Montclair there is reason for considerable variety. Some streets are for modest residences; some for large estates; some are essentially business streets; some, by virtue of their location and grade, are thoroughfares; some, for other reasons, are the natural arteries for electric car lines; while still others are, or might be, adapted for pleasure drives. These varying functions require varying treatment, and

varying treatment is not likely to be discriminating and effective unless executed and controlled by public authority.

The streets of Montclair are not what they should be. Most of them have been located by the owners of adjacent real estate, with first regard to private interests, and were afterwards simply accepted by the town. The result is far from satisfactory. While there is an irregularity which is not inappropriate in a residence town, there is little grace in the lines of the streets and less real charm. The need for continuity and for thoroughfares has been largely neglected. The general width of 50 or 60 feet is good for an average, but in some cases the streets should be not less than 100 feet; in other cases 44 feet or even 36 feet might suffice. As a rule the roadway is proportionally wider than necessary, being about 36 feet. Of this width, however, only 16 feet is macadamized. The planting strip between the roadway and the sidewalk is invariably inadequate, rarely exceeding three feet, being often much narrower. Owing to the absence of storm sewers the gutters are frequently deep gulches, making their contribution to the general unattractiveness of the street development. Street trees are numerous and generally sugar maples, elms, or other suitable species, but they need much more attention, system, and skill in setting out and in maintenance. Trees are one of the chief assets of Montclair, contributing to health, comfort, and beauty more than any other single town feature. They deserve thought, care, and liberal expenditure. Nothing else will yield larger returns than trees. The street fixtures,—lamp posts, signs, etc.,—are of the customary commonplace variety, no better and no worse than the average American town.

These unfavorable results are not the fault of public officials, but are due, I believe, to a wrong system, and, in part, to inadequate funds. The town should have full authority to locate streets, determine their width and character, and control their improvement. In general, I recommend for Montclair for a normal residence street with no special demands upon it, that the roadway be narrowed to twenty-four feet, that all this roadway be paved, that the planting strip for trees be at least five feet wide (it should often be more), and that where necessary storm sewers be provided. Some details, like the easier rounding of corners and the improvement of sidewalks, need attention also. To raise the standard of street improve-

ment to this point will require a larger appropriation, but a comparison with other communities will show that Montclair is spending less than many towns of its own class. It can ill afford to continue the inferior street conditions that prevail at present.

A special street problem is Bloomfield Avenue. It is a traffic street and most of it is given over already to business purposes. The less said about its appearance the better. Much of it is unsightly and parts little short of disgraceful. This avenue is now eighty feet wide and carries two lines of electric cars. By reason of its central location and easy grade up and over the mountain, it is also much used by vehicles of all sorts. There can be little doubt that the first and greatest need is to widen this avenue to one hundred feet. The future is likely to make this imperative. If values on some parts of the avenue are already too high, it should at least be widened west of Orange Road, where improvements have not yet fixed the width. The aspect also of Bloomfield Avenue should be radically changed. It should be, first of all, much better paved and curbed throughout its entire length. If possible space should be reserved for trees, which might, however, be kept low by proper pruning so as to afford some shade and a neat appearance without in any way being objectionable or interfering with business. Proper restrictions should be placed on buildings,—their set-back, height, and material; and steps should be taken to encourage the construction of stores that would serve their purpose, but at the same time present an appearance more in keeping with what Montclair at its best stands for. At present Bloomfield Avenue is an eyesore, but under proper improvement and regulation it might become one of the most distinctive attractions of the town.

#### THE TOWN PLAN.

Some of the street questions in Montclair are so far-reaching that they may more properly be considered under the heading of the Town Plan. Montclair, as has already been stated, has grown in a very haphazard way, largely as a result of private or, at best, neighborhood needs. The limitations of this method are already too apparent. Many of the mistakes are now beyond change. Some, however, can still be remedied and should have prompt and careful attention. I mention three that appear to me, from such study as I have been able to give to the subject, as of more than

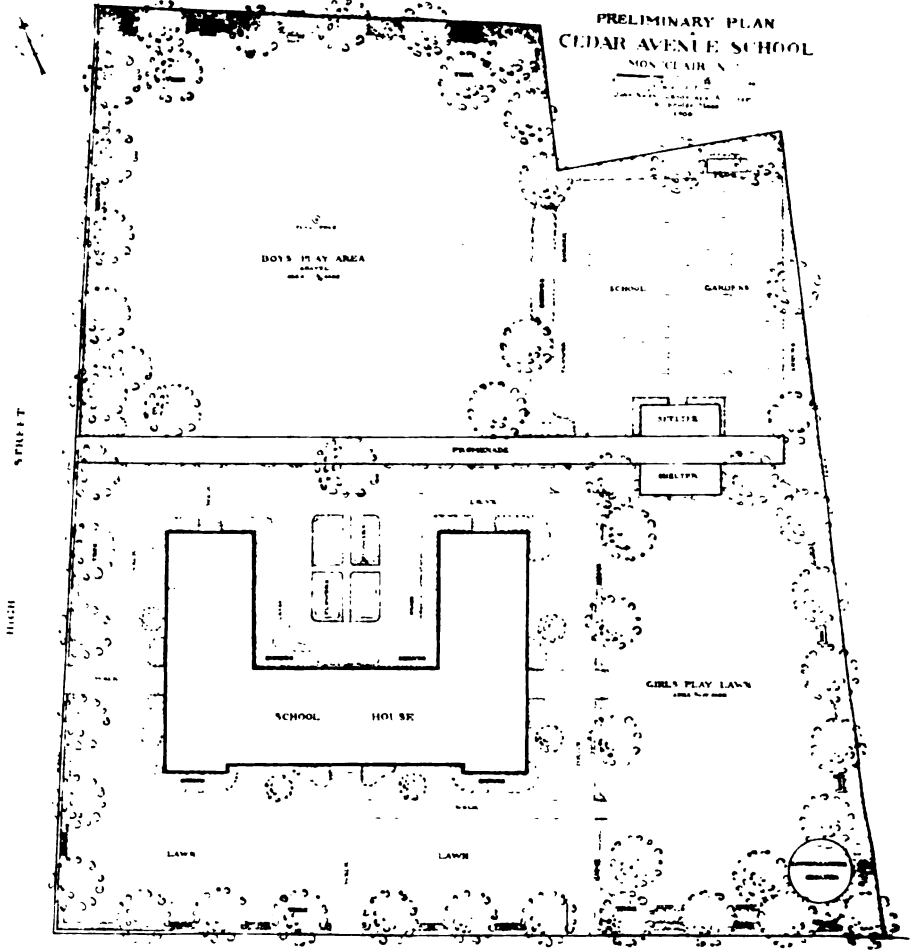
usual importance. They are: (1) The continuation and extension of certain streets which are in a sense thoroughfares; (2) the selection without delay of the streets that are best fitted for electric car lines, and the widening of them where necessary; (3) the improvement of circulation around the town by the establishment of a circuit or pleasure drive.

An examination of the map of Montclair shows one very quickly how few streets there are that go on for any distance. I do not mean straight, but simply continuing through.

At the present time electric cars run only on Orange Road from the south boundary of the town to Llewellyn Road, and then on Elm Street to Bloomfield Avenue; Bloomfield Avenue, double tracks, to Valley Road; and Valley Road to the north boundary of the town. This arrangement is hardly sufficient even now and will certainly not be so in the future. There are extensive unoccupied areas at the north and south ends of the town, adapted only for small suburban places, that will sooner or later need, insist upon, and get trolley service. Is it not to the advantage of all concerned to select as early as possible the streets on which these cars shall run, thus avoiding uncertainty, dissatisfaction, and instability? If this is a sound view, provision should be made for car service on the west side of the town, continuing the Valley Road line through Bell Street, across Bloomfield Avenue, along Orange Road past the proposed Town Common, and then probably along Harrison Avenue to the West Orange car line. For the east side of the town the Elm Street line should be extended on Grove Street as far north as population and settlement will justify, providing for a possible connection in the future with Valley Road. In all probability these car streets will ultimately have a double track and should therefore be widened to at least 75 feet; 90 feet would be necessary if the streets are to be tree planted.

One of the greatest needs of Montclair, and also one of its greatest opportunities, is a Circuit Drive. The main part of such a drive exists already; it needs only to be completed at the two ends and connected. On the west there is Upper Mountain Avenue and South Mountain Avenue; on the east Ridgewood Avenue in Glen Ridge, the adjoining town, which for this purpose should act with Montclair if possible. By making connections at the north and south ends a continuous parkway or drive twelve miles in length





A Montclair School Ground.

would be established. The parts already constructed are of marked beauty, seldom surpassed in our best suburbs. The new sections should be made of even greater attractiveness; they might be more like parks than streets, with ample space for planting, some of them perhaps evergreen for an all-year round effect. This Montclair-Glen Ridge Drive should be perfected in paving, planting, street fixtures, and maintenance, with provision throughout for bridle paths as well as drives and foot-walks.

#### PARKS, PLAYGROUNDS, AND OPEN SPACES.

The people of Montclair should make sure of open spaces, playgrounds, and parks sufficient in number and extent and so located as to guarantee to every child and citizen of the town all the fresh air, sunlight, and out-door beauty that health and pleasure could reasonably require. For is not this the peculiar function of a community that attempts to provide permanent away-from-the-city homes? And if it fails here, does it not fail to meet a most fundamental obligation?

In some respects Montclair can make a very good park showing. It is one of the communities that coöperated in the establishment of the Essex County Parks and Reservations, a system now of about 3,500 acres, including a great range of the finest scenery to be found anywhere, and all carefully developed under expert advice and liberal, well-directed expenditure. These parks are all more or less accessible from Montclair, and one of the best, the Eagle Rock Reservation, over 400 acres of mountain land, is located but one mile from the center of the town. The Essex County Park Commission has accepted Anderson Park (14 acres) in Upper Montclair, from a generous citizen of the town and constructed a very pretty neighborhood park and playfield.

The town has also received by gift Rand Park ( $1\frac{1}{2}$  acres) and Porter Park ( $1\frac{3}{4}$  acres), and it has purchased tracts on Cedar Street (13 acres), Valley Road (17 acres), Maple Avenue (18 acres), Essex Avenue (20 acres), and Spring Street ( $\frac{1}{2}$  acre). The opportunity to make a park feature of Toney's Brook appears to have been lost, except for the little piece that passes through Rand Park. These open spaces may be made very useful for public recreation, and as soon as possible they should be developed under carefully considered plans prepared by a landscape architect. The

tracts on Cedar Street and Valley Road appear to be better adapted and more needed for playgrounds or recreation centers than parks, and I recommend that their use for that purpose be considered. There are over three thousand school children in Montclair and the only public playground is that on Maple Avenue just back of the school, which has been fixed up with apparatus and conducted as a play place for several years with great success. Brookline, Mass., with about the same population as Montclair, has fourteen playgrounds, as distinct from parks, with a total of 225 acres. They range in size from a half acre to 125 acres and have cost over \$600,000, \$50,000 of which was contributed by abutters. Most of them have been acquired within the last ten years. The people of Montclair, with a deep interest in the welfare of children already manifested in many ways, should no longer delay the establishment of a complete system of playgrounds, a system that would provide for all parts of the town, and for boys and girls of all ages. The arguments for playgrounds are unanswerable. First of all they are necessary to make children happy, and happiness is one of the legitimate ends of young life. "If you make children happy now," said Sydney Smith, "you make them happy twenty years hence by the memory of it." A happy childhood is a resource for adult life. Then playgrounds make an indispensable contribution to health. Physical health depends, as we well know, upon a few simple elements; one of these is play in the open air, and moral health is directly related to physical health. The third justification of playgrounds is the indispensable preparation that they offer for manhood and womanhood. To be a man in any complete sense a child must have first lived the natural, full joyous life of a child. What is true of boys and men is equally true of girls and women. Play reveals and develops personal taste and individuality. The play place is the school of citizenship. What is the most serious obstacle to social and political reform? Is it not the indifference of individuals and their failure to pull together persistently and effectively toward a common end? Games by groups of boys and girls annul indifference, stimulate activity and teach the necessity, if victory is desired, of working harmoniously with others. For these reasons, if for no others, Montclair should proceed promptly to establish an adequate system of playgrounds or out-door schools, conveniently located, suitably equipped and effectively supervised. They should

give to every child, every boy and girl, ample opportunity for play and out-door work in playground, shop, and garden. Montclair should offer all the inestimable advantages of a country childhood plus certain other advantages which the country can seldom provide.

Perhaps the most serious lack in Montclair parks is water. There is no pond, lake, or river in the town. To secure the beauty and advantages of natural water features, the town must therefore look beyond its present boundaries. There is not the slightest objection to this policy, however. Indeed it is increasingly true in this country, as it has long been true in Europe, that cities and towns must look outside their own limits for their main recreation grounds. It is seldom possible to organize a complete or well-balanced system of parks within the bounds of a single community, even when its area is extensive. The recent organization of metropolitan and county systems is one of the methods adopted here for meeting this difficulty. In Germany the cities and towns are more apt to purchase the land themselves, most of them owning to-day thousands of acres beyond their boundaries. Furthermore, it must be kept in mind that the limits of towns and cities are constantly being extended and that large park areas are seldom obtained except in advance of settlement. Verona Lake is therefore an opportunity for Montclair. It is convenient, large, beautifully situated in a valley with fine views of the hills and mountains round about. For years its wooded shores have been used in summer for picnic purposes and boating, and in winter for skating, people coming from long distances and paying a fee to enjoy its advantages. Although farther away from the town than Verona Lake, certain sections of the Passaic River and Little Falls are also worthy of consideration.

Closely related to the subject of parks and play areas is the housing of people of small means. The problem at bottom is to furnish to every child and adult fresh air, sunshine, and something of outdoor beauty with opportunity for its convenient enjoyment. Montclair is not homogeneous. While its population consists mainly of New York business and professional men, seventy-five per cent. of the four thousand families going regularly to New York, there is also a considerable population of Italians and negroes, attracted by the opportunities that are offered for local work. It is pleasant to think of these poorer people employed in the country or suburbs;

but when one sees their homes, it appears that they are little better off than in the slums and congested districts of a great city. This condition is a reproach. Montclair can easily have model tenements for its working population, not only in the sections in which they now live, but especially in more open situations on the outskirts of the town where cheaper land would make small gardens and market gardening possible and profitable. It should not be difficult to obtain funds for such a purpose, and, as experience in many other places has demonstrated, the enterprise can be placed on a good business basis. This improvement, in my opinion, although dependent on private and not public action, is as much needed as any heretofore referred to, not only for the sake of the people directly affected, but because of its intimate relation to the health, appearance, and welfare of the whole town.

With the Essex County parks and reservations close at hand, a complete and well-rounded system of local parks and playgrounds carefully designed and maintained, a better housing of the poor, open spaces near the railroad approaches, the proposed Plaza in Upper Montclair, the Town Common, and the establishment of the Circuit Drive, Montclair would be provided with appropriate pleasure-grounds, and thus possess itself permanently of many advantages of country life.

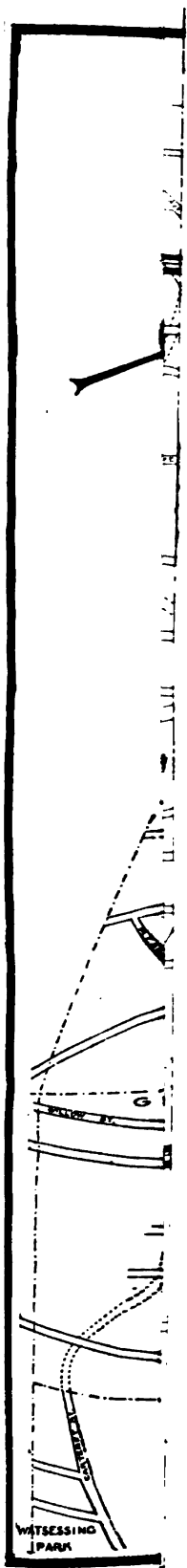
The definite recommendations for the improvement of Montclair may be summarized as follows:

(1) That the officials of the Lackawanna Railroad be asked to consider the establishment of a new station with due regard to the contemplated large public improvements of the town, the connections with existing and future car lines, and the demands of a steadily increasing population.

(2) That efforts be made to obtain from the Erie Railroad a more appropriate and adequate building for the main station at Greenwood Avenue and Walnut Street and the reasonable improvement of the station surroundings.

(3) That open spaces be secured by the town and appropriately developed adjacent to all the main railroad approaches.

(4) That the town acquire the block in Upper Montclair near the Erie Station, from Valley Road to the railroad and from Bellevue Avenue to Lorraine Avenue, developing it as a proper setting for



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the little business center that is already naturally establishing itself nearby on Bellevue Avenue.

(5) That the steadily increasing congestion of traffic at the Six Corners be relieved by cutting through Park Street to Church Street, Forest Street to Seymour Street, and by creating a business plaza 160 by 300 feet, as heretofore described.

(6) That a center for the educational and official life of the town be formed in the neighborhood of the Public Library and High School by making a town "common" or "green" of the block from Church Street to Myrtle Avenue and from Trinity Street to Orange Road, grouping around it, as may hereafter prove desirable, public and semi-public buildings.

(7) That the school system be rendered more complete when public funds permit by establishing in the neighborhood of the proposed Town Common special buildings for manual training, physical education, and public baths.

(8) That Bloomfield Avenue be widened to 100 feet where possible, certainly west of Orange Road, and that some such steps as those recommended in this report be taken to make it an attractive and appropriate business street.

(9) That Orange Road and Elm Street (on both of which electric cars now run), and Grove Street and Harrison Avenue (on which it would appear cars must later be provided) be widened to at least 75 feet.

(10) That the widening of Gates, Glenridge, and Claremont Avenues, three streets with unusual demands upon them, be investigated with a view to action.

(11) That a twelve-mile Circuit Drive be established and improved, following the general lines already described in detail.

(12) That the whole method of locating public streets and roads and improving the same be taken up with a view to preserving the natural beauty of Montclair and improving the town for residence and other purposes.

(13) That the building ordinances of the town be considered and, if necessary, revised with the intention of reasonably regulating all building operation on behalf of the common good; also that property owners be asked to coöperate in this provision by writing proper restrictions in their deeds of sale.

(14) That the park tract on Valley Road, the Cedar Street tract,

and the Maple Avenue tract be developed under carefully prepared plans, not as parks in the ordinary sense, but as playgrounds or recreation centers.

(15) That a Shade Tree Commission,<sup>1</sup> as authorized by the laws of New Jersey or some other public body, be empowered to study and survey the town with the view to establishing a complete system of parks and playgrounds.

(16) That efforts be made to induce capitalists to erect such model tenements as may be necessary to provide sanitary and attractive homes for the poorer people within the town and its outskirts.

(17) That serious consideration be given to the possibility of acquiring for recreation purposes Verona Lake and its surroundings and a section of the Passaic River.

In considering this programme, a number of things should be kept steadily in mind: (1) Montclair is a growing town. Mr. Philip Doremus writes in his *Reminiscences of Montclair*, "In my memory Montclair has advanced from the tallow candle through the periods of sperm oil, kerosene, and gas to electric light; from two stages a day between here and Newark to thirty well-filled trains from New York on the Delaware, Lackawanna and Western Railroad, and twenty-one on the Erie Railroad, besides the trolley and the automobile." In 1890 Montclair had a population of only 8,500; in 1900, of 14,000; and to-day it has over 20,000. And this very growth will positively destroy what is most worth preserving unless preventive steps are taken to direct it in ways which are harmonious with the ideals of Montclair as a country residence town. (2) It is not expected that the recommendations embodied in this report will all be carried out at once. They merely form a goal toward which to work; for while some of them are of pressing importance, others can wait. I believe, however, that everything proposed must in some form or other be ultimately provided for in Montclair. (3) A comparison of Montclair with other places in its class will show that it lacks many of the improvements which they possess. It will pay to keep up with the best and in some matters to lead. (4) With a broader public policy it may confidently be expected that

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<sup>1</sup> By request of the Municipal Art Commission, the Town Council has appointed a Shade Tree and Park Commission, and appropriated a liberal sum for their use.

the town will be more largely enriched by private gifts of land and money for municipal, educational, and art purposes.<sup>1</sup>

The Montclair of yesterday, figuratively speaking, possessed the maximum of natural beauty unspoiled by improvements, but likewise almost unaided by improvements. The Montclair of to-day has already, largely through thoughtlessness, created innumerable scars, blots upon the fair, natural face of the country, and, except in the beauty of private places, it has added little to atone for its destruction. The continuation of the present policy would be fatal. The Montclair of to-morrow should witness the preservation and, in some cases, the restoration of the natural attractiveness of the place, and should provide in many ways a new and more appropriate type of town development, one that will be worth more than its cost and add immeasurably to the daily satisfaction of everyone living in Montclair. The banding of the townspeople together to achieve these results will do even more — it will nourish a better town spirit.

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<sup>1</sup> Since this report was prepared, Mr. William T. Evans, who has been deeply interested in the development of the plans for improving Montclair, wrote a letter to the Commission proposing to present a collection of thirty (afterwards increased to fifty) American paintings, as a nucleus for a Montclair Art Gallery, provided arrangements could be made for suitably housing the collection in a fire-proof building. Within a few days after Mr. Evans' offer was published, Mrs. Henry Lang wrote to the Commission proposing to give \$50,000 for the erection of a gallery, in compliance with Mr. Evans' requirements, which should serve both as an art gallery and a museum, one room of which should be named in memory of her mother, the late Mrs. Jasper Rand. The only condition attaching to the gift was the requirement that suitable provision should be made for the care and maintenance of the building and its contents.



**V. GLEN RIDGE**  
**A MODEL BOROUGH IN NEW JERSEY**







Glen Ridge Public School Building.

## GLEN RIDGE

**G**LEN RIDGE possesses much the same attractiveness, so far as natural situation is concerned, as Montclair, except that it is without the peculiar beauty of the mountain side. It possesses, too, a similar picturesque street plan, and the same public facilities for suburban life, paved and shaded streets, sidewalks and sewers, pure water, gas and other modern conveniences. Considering its size, the school provision is even more notable. Its limitations parallel those of Montclair also, showing that the two places have developed under much the same influences and ideals. While the treatment of railroad approaches and the provision for business and housing are much simpler in Glen Ridge, largely on account of the smaller population and the willingness heretofore to depend upon Montclair and Bloomfield, the problems of streets and roads, of parks and playgrounds, are much the same. Not only are they the same in character, but they overlap, a right solution being possible to either place only by considering both together. It is most fortunate, therefore, for all concerned that the Glen Ridge Borough Improvements Committee decided to follow Montclair's example and to take up at the same time certain broad public questions which concern vitally the further development of the borough. The benefits of such planning are often in inverse ratio to the size of the community, and I believe that Glen Ridge will be likely to gain even more than Montclair. "To cure is the voice of the past; to prevent the divine whisper of to-day."

To the natural loveliness of its situation, Glen Ridge has added much by an enlightened public policy and a united civic spirit that are seldom found in such a highly developed form in so small a place. Foresight, generous public expenditure, and wisdom have given to the present generation and insured to the future certain public advantages of very great value. In the first place, the most characteristic and most beautiful natural feature of the borough — The Glen — has been appropriated for a public park. This is a valuable asset, one that could not be duplicated. Yet its character

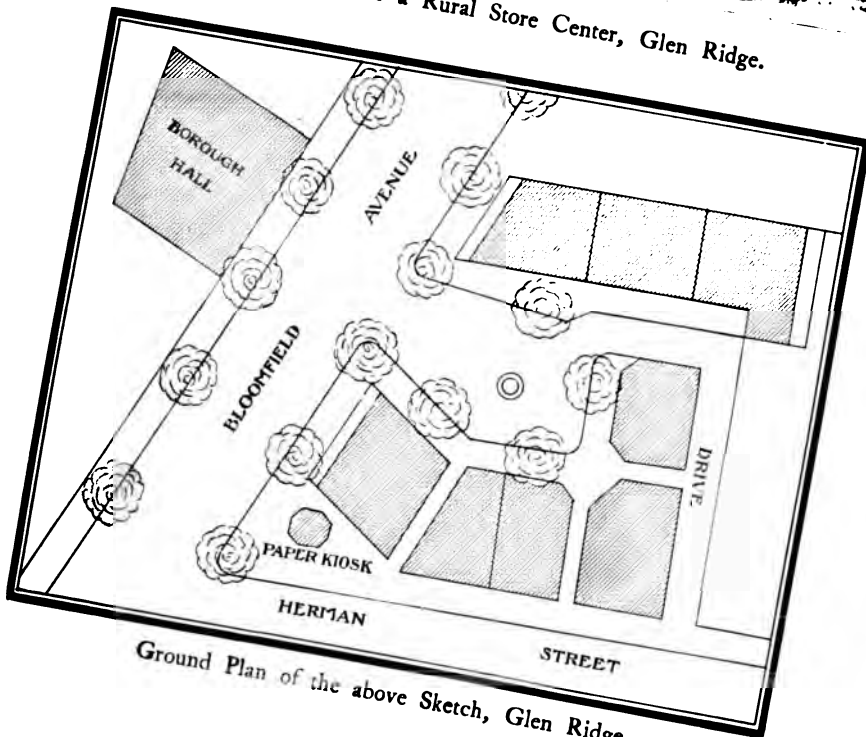
and situation are such that in private hands it probably would have become an eyesore. The people of Glen Ridge cannot be too highly commended for making this acquisition in time. Then the borough acting, I presume, with the railroad officials, has given what appears to be, on the whole, the best locations for the railroads and the stations. There are only two grade crossings within the borough limits. The stations are central, their surroundings attractive. There has also been displayed a tenacity and foresight as fine as it is unusual in controlling certain outdoor features which tend in a high grade residence town to become nuisances. I refer particularly to unsightly poles and wires, ill placed and inappropriate stores, apartment houses and tenements. Other illustrations of Glen Ridge's discriminating attention to public matters could be cited, especially in the support given to education, the borough schools possessing at once the most marked merits of both public and private equipment and teaching. The present movement in Glen Ridge, therefore, cannot properly be called an awakening, as in the case of some other places; it is simply a new expression or a new application of a sound method of procedure heretofore followed with such striking success.

#### THE BOROUGH CENTER.

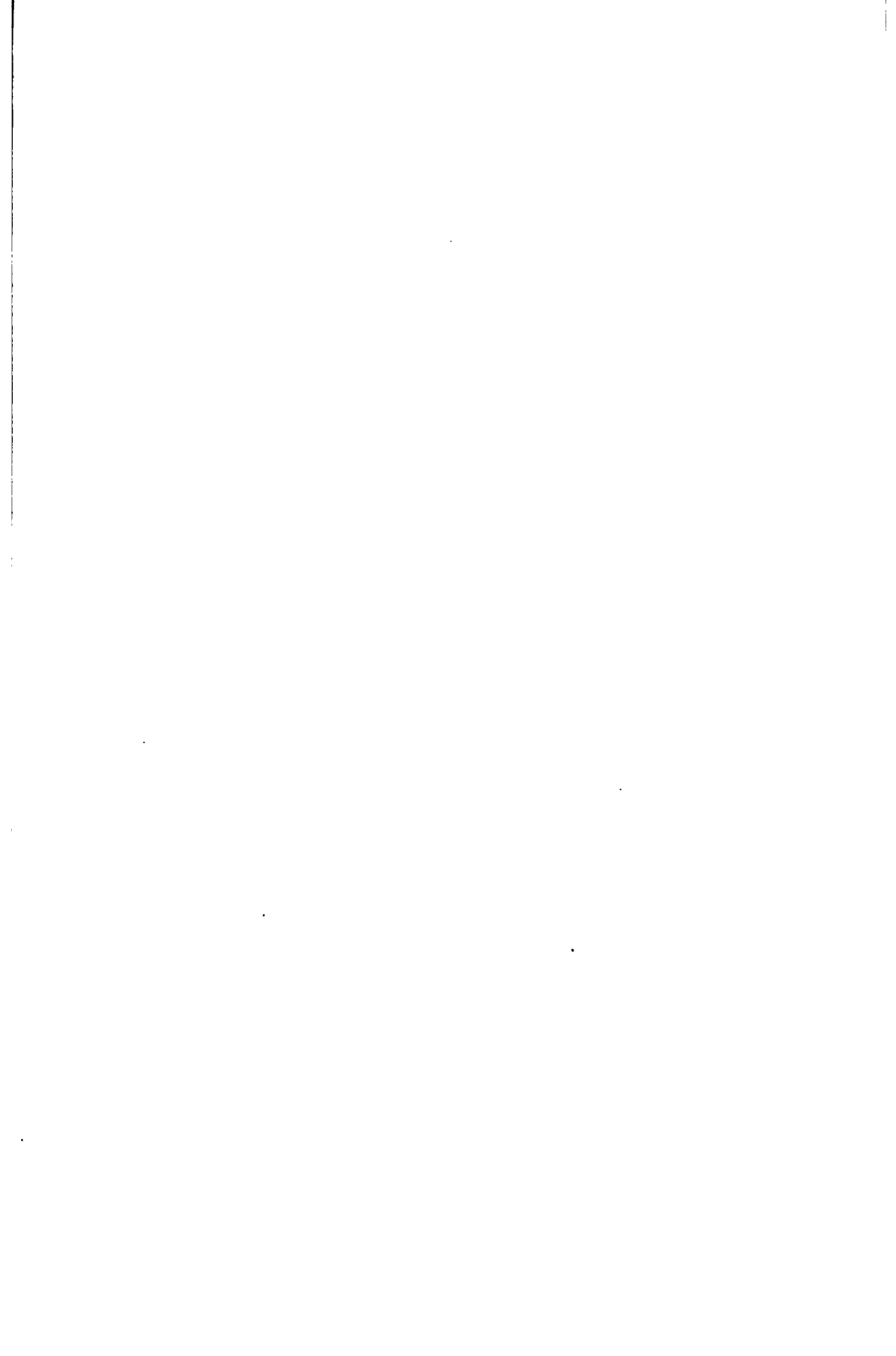
The collective life of Glen Ridge is very conveniently and appropriately centralized at the intersection of Bloomfield and Ridgewood Avenues. These are the two most important streets, the former the main artery for electric cars and through travel to Newark in one direction, and to Montclair and over the mountain in the other; the latter, the most important residence street and pleasure drive. On one corner of this intersection is the attractive Lackawanna Railroad Station, containing the Post Office, and, adjoining it, the Library; opposite, on the other side of Ridgewood Avenue, is a continuation of the Glen Park with the Glen Ridge Club House near by; diagonally from the station is the public school, a modern and complete educational plant covering all grades from the kindergarten to the high school. The fourth corner is at present privately owned and, although not now out of harmony with this natural center of the borough life, it may at any time become so. There should be no uncertainty as to its development and future; no graver mistake could be made than to leave it to chance. For it is quite possible that a use might be made of this corner for private or selfish



Suggestions for a Rural Store Center, Glen Ridge.



Ground Plan of the above Sketch, Glen Ridge.



reasons that would seriously conflict with the public good and destroy forever the essential character and attractiveness of the Center. Nothing, therefore, is clearer than that this corner should be owned or controlled by the public. Just what the best use of it would be is not so clear, nor so important. A small hotel or inn, a club house, a borough hall, a building for art, education or recreation interests; the site might be properly used for any one of these purposes or something akin to them. There need be no fear as to a use for the property; the developments of the next decade in Glen Ridge will bring forth demands for many such sites. Therefore, I unhesitatingly advise the acquisition of this property, for I am of the opinion that the public ownership or regulation of its use is as important as any public improvement now under consideration in Glen Ridge.

Some of the proposed methods of utilizing this northwest corner of Bloomfield and Ridgewood Avenues, a borough hall, or an inn, for example, will have to be provided for sooner or later, and if they are not placed on the property referred to, they should be located somewhere convenient to the so-called center. It has been suggested that a small hotel be built on the corner referred to, a store center on Bloomfield Avenue just beyond it, and a borough hall (and fire house) on the south side of Bloomfield Avenue opposite Herman Street. This programme appears sound from the point of view of convenience, and if undertaken by those who have the public welfare at heart, it promises to protect from injury the beauty of the borough, an essential element of its prosperity. At present there are no stores whatever in Glen Ridge, but it is only a question of time when an increased population will make them necessary. These village stores should be given a village aspect by surrounding them with trees and grass; they should be built of permanent material; they should be convenient in arrangement, attractive in design. If thus conceived and executed, in harmony with the homes of Glen Ridge, this provision of certain indispensable social necessities will add to the charm as well as the convenience of life in the borough.<sup>1</sup>

The proposed double tracking of the Lackawanna Railroad will

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<sup>1</sup> Since this recommendation was made, a Realty Company of public spirited citizens has been formed in Glen Ridge and a group of stores built in harmony with the best development of the Borough. At least three-fourths of the stores are already rented, insuring the success of this enterprising venture.

not only be an important improvement in itself, but it will also give opportunity to make at least three other important changes: (1) The provision of very much more adequate facilities for carriages in the approach to and departure from the station. At present there is no place, except the street, for either public or private vehicles to stand, and room for only a single carriage or automobile to deliver or receive passengers at one time. This situation is already inconvenient and will become worse unless action is taken. It is desirable that the property back of the library building, which fortunately is available, should be utilized with the railroad property, and a driveway opened to Woodland Avenue. The easy circulation of traffic will thus be provided for, as well as a convenient stand for both public and private vehicles. (2) The widening of the bridge over Ridgewood Avenue. While the avenue has a width of eighty feet, the bridge at this point, naturally the most used part of its entire length, contracts it to forty feet. The new bridge should be the full width of the avenue and decidedly more attractive in character. (3) The Lackawanna grade crossing at Hillside Avenue should be eliminated. Hillside Avenue is an important thoroughfare and the changes required by the double tracking of the railroad should include the most satisfactory solution possible of the problems involved in a rearrangement of grades at this point. In addition to these improvements others of less importance, such as a trolley waiting station at Bloomfield and Ridgewood Avenues, should be included in the re-design of the neighborhood. One word of warning needs to be given. In the making and execution of the plans for the double tracking of the Lackawanna Railroad, great care should be taken to protect as far as possible the integrity of the Glen and the beauty of this dominant park feature of the borough.

It is appropriate to refer here to two improvements on the Erie Railroad which the growth of Glen Ridge has now made necessary, viz., the removal of the grade crossing at the Erie Station and the construction of a bridge over the railroad at Sherman Avenue. From the point where Wildwood Terrace now intersects the railroad, the topography and street grades happen to be such that it would be easy and inexpensive to readjust streets and railroad so as to remove this awkward and dangerous crossing. So simple is the change that it is surprising that it has not already been made. The need of a bridge at Sherman Avenue is equally urgent. North and

south communication, the long axis of the borough, becomes daily more and more important. The route suggested for a north and south trolley line, and the location of a public school on the property at Sherman and Bay Streets, make it necessary for the borough to require from the Erie Railroad the construction in the immediate future of the bridge which it is under agreement to furnish.

#### PUBLIC ROADS AND STREETS.

A critical examination of the streets and roads of Glen Ridge, while it reveals much that is praiseworthy, reveals also in many cases the need of change and improvement. Even in so small and homogeneous a place as Glen Ridge, some streets serve different purposes than others. Some should be thoroughfares, some should be the natural arteries for electric car lines, some are important pleasure drives, some are bordered by large and handsome estates, and some by relatively modest homes. Most of the streets of Glen Ridge have been platted by the owners of abutting real estate, who considered mainly, if not entirely, special neighborhood interests. The result, while often agreeable so far as the neighborhood is concerned, is not always so satisfactory when the need of thoroughfares and other general public requirements are considered. It is not necessary in residence towns, or even in residence sections of large cities, to have every street continue indefinitely; indeed, I should go further and say that it is not desirable. Yet the lack of continuity in many of the streets of Glen Ridge will become more and more annoying as the population increases.

Street junctions and street intersections should also be planned with more regard to continuity. In some places in Glen Ridge awkward and ugly, almost dangerous arrangements of streets have been made. An example of this is the junction of Park Way with Highland Avenue at Bloomfield Avenue, which should be corrected at once. The expense involved should not be great, since the land needed is small in amount and is obstructed by no valuable buildings. Mistakes in street junctions appear in some cases to be the result of mere carelessness; in others they are the result of some poor shift of economy which has little or no justification. A skillful and common sense arrangement of street junctions and street intersections is a point of more than ordinary importance, and everything possible

should be done to correct the more objectionable existing ones and to exercise greater care to prevent mistakes in the future.

The improvement of Bloomfield Avenue and its regulation for the future is as important in Glen Ridge as in Montclair; in fact, more so, because the main school, playground and park in the borough are on Bloomfield Avenue. Happily, of the sixty-six hundred feet of frontage on Bloomfield Avenue in Glen Ridge, including both sides of the street, the borough now owns more than one-half, so that it is not only to its interest but in its power to fix and hold the avenue to a high and consistent character of street development.

There are no electric cars in Glen Ridge except on Bloomfield Avenue, and perhaps no need of them at present. It is practically certain, however, that with increased settlement some car line will be needed running in general north and south, the long three-mile axis of the borough. I have studied the street system carefully and examined several routes which suggested themselves, weighing their relative advantages. As a result of this survey I recommend for consideration the following route: From Hawthorne Avenue to Washington Street; east on Washington Street to Hillside Avenue; north on Hillside Avenue to Bloomfield Avenue; Bloomfield Avenue to Herman Street; north on Herman Street to Belleville Avenue; west on Bellevue Avenue to Sherman Avenue; north on Sherman Avenue to Bay Street.

The prevailing width of fifty feet of street in Glen Ridge is reasonable in general, especially when the houses are well set back, as they usually are. But some streets should be wider, others narrower. Almost invariably, in Glen Ridge as elsewhere, the space given to roadway is too wide and that to the planting strip for trees too narrow. The roadway in Glen Ridge will average, I think, about thirty-six feet and the planting strip less than three feet. Given forty-two feet exclusive of sidewalks, the roadways of streets for local use only need not be more than twenty-four feet (the space required for three vehicles), leaving eight or nine feet on each side for trees and a liberal grass strip. All of this twenty-four foot roadway, however, should be paved from curb to curb and not be merely a narrow sixteen foot strip in the center, as at present. Of course, thoroughfares should have wider paved roadways. More important than the right proportional subdivision of the street into sidewalk, planting strip and drive, is the method of its location.

Most streets are part of a general town plan and should be so situated as to contribute to the convenience and beauty of the plan. Then the different functions that each has to fulfill should be taken into account as far as possible.

The street trees in Glen Ridge are usually of desirable species (sugar maples and American elms), but as a rule they are poorly planted and even more poorly maintained. For Glen Ridge to longer neglect its street trees is to lose the value of one of its chief assets. A street tree ordinance should be adopted, like that of East Orange or Newark, for example; the street trees promptly placed under the care of a Shade Tree Commission, and then given that careful and artistic attention which they need and deserve.

Attention also might be turned with advantage to street names, revising existing designations, where necessary, to avoid confusion. These names should be selected, moreover, with some regard to Bloomfield and Montclair, for in this respect, especially for streets running east and west, these places are as one. The names of streets in Glen Ridge, such, for example, as Ridgewood, Hillside and Highland, are significant and attractive. This interest may be increased by using a more varied list of terms for streets. Road, Hill, Square, Crescent, Place, Circus, Row, Drive, Terrace, are a few designations that are often discriminatingly applied in England and sometimes in America.

#### THE CIRCUIT DRIVE.

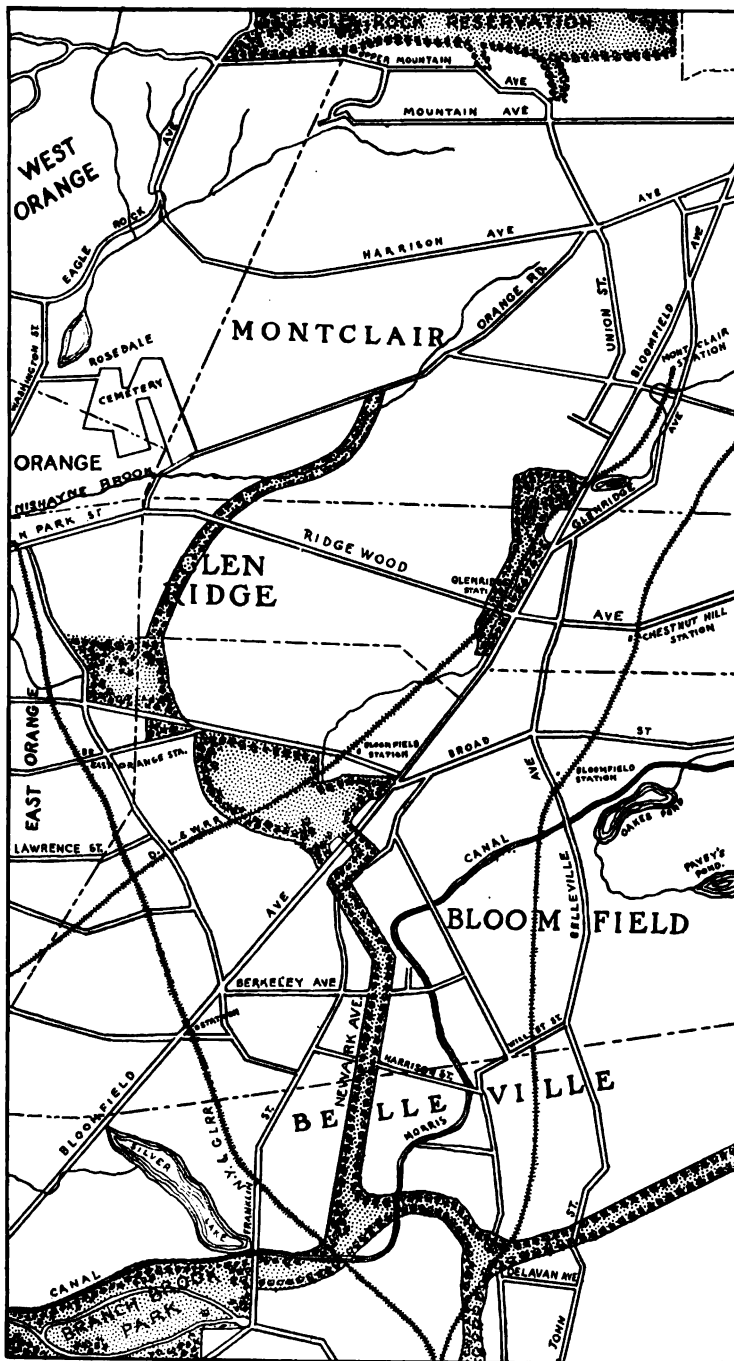
Ridgewood Avenue is perhaps Glen Ridge's best single claim to distinction and its beauty should be preserved; not only preserved, but enhanced. Realizing the future of this avenue and the demands that will unquestionably be made upon it, may it not be well to widen it, where possible, from eighty to one hundred feet (certainly north of Bay Street), continuing it appropriately at both ends of the town, as indicated on the map herewith, and so make it a part of the proposed Montclair-Glen Ridge Circuit Drive? The greater part of this drive is already developed. On the west in Montclair there is Upper Mountain Avenue, which can be connected at Van Vleck Street with South Mountain Avenue, and on the east there is Ridgewood Avenue in Glen Ridge.

It is also very desirable that agreeable and convenient connections be made between Eagle Rock Reservation and the Watsessing,

Bloomfield and Branch Brooks Parks. The reports of the Essex County Park Commission endorse in an unmistakable and wholehearted way the complete and serviceable system of parkways and connections recommended by its expert advisers. "To unify the various features (Neighborhood Parks, Branch Brook Park, and out-lying reservations) above described," said the Essex County Park Commission in its Second Annual Report, "a system of parkways has been determined upon which forms the final feature of park development." This Commission has done some notable park making since its organization fifteen years ago, and the system now includes more than thirty-five hundred acres of exceeding variety of landscape types, and is destined to become one of the finest park systems in the world. But for some reason unknown to me, the Commission appears to have made no headway whatever with the scheme of parkways, an absolutely indispensable feature of the system outlined. This is a grave mistake from every point of view, and particularly unfortunate and unfair to the smaller communities like Montclair, Glen Ridge, and Bloomfield, whose share of the County Park System was to be in the form of parkways and not parks. This injustice is peculiarly apparent in the case of the communities just mentioned, whose local parks have been supplied largely at local expense. Moreover, to the people in the more densely settled sections of the county, no contribution could be made more quickly nor more economically than to open up by means of parkways the beautiful suburban and rural districts which are naturally so park-like in character. I trust, therefore, that the local committees of Glen Ridge, Montclair, Caldwell, Bloomfield, Belleville, and others affected, will unite in an earnest appeal to the Essex County Park Commission to carry out with fidelity the original plan of parkways, modifying it only in such ways as subsequent study and experience may prove to be advisable. One practicable scheme, founded on the Commission's second report, is shown in the sketch herein reproduced. The Newark Avenue portion, 100 feet wide, is already provided, and the land needed in the Glen Ridge extension is not yet built up.

#### SCHOOL GROUNDS, PLAYGROUNDS AND PARKS.

Glen Ridge has shown unusual foresight in the acquisition of land for parks, although none of it so far has been developed, nor have



Suggested Parkway Connections, Glen Ridge.



a sufficient number of small areas been secured for playgrounds and playfields. Notwithstanding the open character of the borough and the fact that practically all buildings are detached, ample reservations should be made in time, for parks and playgrounds. The very character of Glen Ridge's upbuilding becomes a danger if dependence for public recreation is placed upon private yards. These will prove inadequate and unsuitable. It is often true that villages and country towns offer less public opportunity for outdoor games and sports requiring big fields than the residence sections of large cities. The relation of outdoor recreation and play to happiness, to health, to all-round development, to character, need not here be dwelt upon. The people of Glen Ridge accept all this, have acted upon it, and intend to follow it to its logical conclusion. The children are a main concern of the borough, perhaps *the* main concern. It is the intention to provide every child not only with the best possible schooling in the conventional sense, but also with ample opportunity to enjoy health-giving and pleasure-giving exercise in the open air amid appropriately beautiful surroundings. Glen Park with its thirteen or fourteen acres, and the public school playground with more than two acres, furnish a good nucleus for a system of pleasure-grounds. These need to be developed and utilized to the full, both during the school term and in the long summer vacation. They should be planned, improved, equipped where necessary, and supervised; they need to be developed for all the year round use, winter as well as summer. It will be a very simple matter by building a dam in the brook that runs through The Glen to provide a large and conveniently located skating rink. In this connection I suggest that the equipment and method of maintenance of the Cambridge (Mass.) Skating Club be investigated. But even when thus fully utilized the areas mentioned will not be adequate, I believe, even for the present; certainly not for the future, the demands of which it is desirable to anticipate. Therefore, I recommend that a committee with proper authority be empowered to survey the population of the borough, estimate its increase and its needs for the next decade or two, and then make an equally careful examination of available sites. With this as a reliable basis for action, a well-balanced and adequate system of parks and playgrounds, including perhaps a small forest, should be selected, acquired, and when the time comes, improved. Such a committee would discover the ad-

vantages and necessity of using as playgrounds some of the property already owned by the community, of acquiring in advance large grounds for future schools, and tracts of ten or more acres at the outlying ends of the borough, north and south, for use and development as country playfields, susceptible of being made as model in their way for Glen Ridge as the Chicago playgrounds are for a large city.

For the improvement of Glen Ridge I therefore submit the following recommendations:

(1) That the plan for the contemplated improvement of the station and surroundings of the Lackawanna Railroad include, (a) the widening of Ridgewood Avenue at the bridge, (b) adequate space south of the station for carriages and other vehicles, with a new approach from Woodland Avenue, (c) the abolishing of the grade crossing at Hillside Avenue, and (d) the widening of Clark Street where it passes under the railroad.

(2) That efforts be made to obtain from the Erie Railroad the removal of the grade crossing at Wildwood Terrace and the construction of the Sherman Avenue bridge.

(3) That the Glen Ridge Center, at the intersection of Ridgewood and Bloomfield Avenues, be improved and perfected by the acquisition of the property at the northwest corner and its use for some public or semi-public purpose.

(4) That the advantages of building a borough hall, a few stores, and perhaps a small hotel or inn near the borough center be seriously considered with a view to action.

(5) That consideration be given in advance of actual need to a convenient trolley route to provide service when necessary north and south through the borough.

(6) That Ridgewood Avenue and its proposed extension be improved as an integral part of the proposed twelve-mile Circuit Drive in Montclair and Glen Ridge.

(7) That the Essex County Park Commission be petitioned to locate at once, and execute as soon as possible, a parkway that will connect the main drives of Glen Ridge with the County Park System.

(8) That the whole method of locating public streets and roads be investigated for the purpose of protecting the interests of all the people of Glen Ridge and the further improvement of the borough as a place of residence.

(9) That building ordinances be considered, with the intention of promoting health, preserving the homogeneity of neighborhoods and protecting the stability of real estate values; also that property owners be asked to coöperate in this provision by writing suitable restrictions in their deeds of sale.

(10) That attention be invited by the proper authorities to the names of the streets: first, to a revision of those that are confusing or conflicting and, second, to the adoption of a method for the future that will encourage the selection of distinctive and appropriate names.

(11) That the Shade Tree Commission (the formation of which is advocated) be requested to take up in a broad and efficient way,—much after the manner of East Orange, for example,—the whole question of planting and maintaining street trees.

(12) That the land already purchased by the borough for parks and playgrounds be developed and utilized as rapidly as possible under carefully prepared plans.

(13) That the Park Commission or some other public authority, be empowered to study and survey the entire borough with a view to establishing an adequate system of school yards, school gardens, playgrounds, and parks for the present population, and to reasonably anticipate the needs of the immediate future.

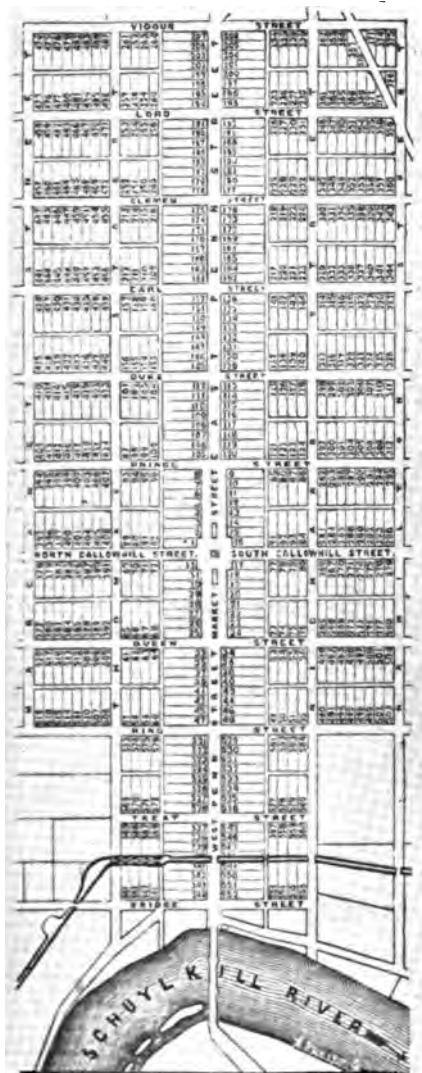
It should be stated frankly that it is not expected that all of these recommendations will be carried out at once. It is true that some are urgent, and delay, with many of them, expensive; but then others can wait without serious disadvantage. Taken together they form a general coherent plan of action, one that if consistently followed will reduce unnecessary waste and dissatisfaction to a minimum. Some of these recommendations may be carried into effect at once through the formation of a Tree Commission, the passage of building and revised street regulations, and the establishment of a voluntary organization to look after matters that do not properly fall under public control. The cost of the proposed improvements need not be excessive; in the main it will be in the nature of investment rather than expense. Much of it should, therefore, be provided by bond issues, supplemented, however, by private gifts and by a share in the unearned increment from land, in case New Jersey passes a law corresponding to that common in Europe, and which has already been adopted by a number of States in this country. In

order to raise the standard of the common life of Glen Ridge above that of other places it may also be necessary for a time to increase slightly the tax rate. I believe that this will be found to be justified by both direct and indirect results and that no other expenditure will be so profitable. Glen Ridge has a population of over three thousand, a threefold increase in fifteen years. While the size of the borough protects it from a large population, it may reasonably expect to double its present number. Action now, therefore, will prevent many of the mistakes, both of omission and commission, that other large residence towns have made. The purpose of this report is to advocate a more skillful method of town making, a more confident belief in the future, a larger early public investment in land, and even greater regard for beauty and recreation, and in particular, a wider application of sound business principles to public affairs. The expenditure of money, time and effort involved in this programme will be justified in a better borough to live in, the avoidance of waste, and the legitimate and unfailing returns of enterprise, wisdom and public spirit. Glen Ridge is already unlike any other town; it has its own character, its own claims to distinction. Wisely has it reflected its topography in its streets and other public places, and developed its public ideals with a rare regard to essential public needs. Consistently following what is best in the past, the present plan is intended to promote an even clearer consciousness on the part of the citizens generally of what the borough life should be, to avoid the oversights and mistakes of merely drifting, and secure the well-defined results of a carefully considered programme for the future.

**VI. READING**  
**A SMALL INDUSTRIAL CITY**







TOWN PLAN—1748.

Original plan of Reading, as laid out  
by Thomas and Richard Penn,  
sons of William Penn.

## READING

**T**HE city of Reading, Pa., is old, having celebrated in 1898 its sesqui-centennial. It did not, however, grow casually without direction, like so many old towns, but was definitely planned in the beginning. Its present plan is merely a mechanical extension of the original. The first "Town Plan" of Reading was made in 1748 by Nicholas Scull, the surveyor-general of Thomas and Richard Penn, who were the sons of William Penn. That plan has a striking similarity to William Penn's plan for Philadelphia. It provided for two main streets of extra width at right angles to each other, a central square, and a location of some distinction for the Court House, the only public building at the time, and for the markets. The unyielding and ugly rectangular system of streets which is so characteristic of Philadelphia was reproduced at Reading, notwithstanding the fact that, while the site of Philadelphia is comparatively flat, that of Reading is hilly with surroundings that warrant the term mountainous. But the admirable inclusion of open green squares at regular intervals which Penn provided for Philadelphia is altogether lacking in the plan for Reading. Indeed, town planning as practiced by William Penn and his sons was not of a high order of merit. It took no account of natural features, of topography, of grades. It provided no diagonal streets, nor did it manifest any of the foresight shown by the Washington-L'Enfant plans for the National Capital, which covered sixteen miles in area and provided thoughtfully for a population of 800,000 at a time when Washington had less than 5,000 and the United States only 5,600,000. To-day Washington has a population of over 300,000.

The original plan for a town in this country is important, not only because the part first laid out and settled is apt to remain the center of the larger city, but also because so far, we have shown so little capacity to break away from the method of planning streets and blocks which is first inaugurated, whatever that method may happen to be. There is a great difference in the United States between the street plans for one city and another, but much less difference between the

method of street arrangement of the same city as applied a century apart. There seems to be a sort of fatalism in American cities which compels them to follow mechanically a system once begun, no matter what it may be.

It is not necessary in this study to review the history of Reading, except as it throws light on our problem of planning intelligently and providing adequately for the years to come. The city of the future will be definitely related at many points to the past and the present, and a practical and successful plan, while providing for definite reforms, will take account of past experiences and of those physical, social, and economic conditions which should regulate and control sound city development.

Reading is but fifty-eight miles north of Philadelphia, and less than that east of Harrisburg. The city stretches from the Schuylkill River, which forms its western boundary, to the slopes of Mount Penn, which rise abruptly to a height of 1,140 feet. On the south Neversink Mountain forms a natural boundary, while to the north a lovely country, almost without limit, offers itself for city settlement. Moreover, the Lebanon or Tulpehocken Valley to the westward, across the Schuylkill River, has advantages for suburban residences which have already been discovered. This territory, then, forming a circle about three miles in each direction from Penn Square, is the natural site of the rapidly expanding city. Beyond this circle there is a more rolling country of farms and woodland, well watered by rivers and creeks and surrounded by impressive hills and mountains. These are the main features of the physical environment.

The city itself, as has been said already, has a monotonous grid-iron street plan, relieved in the outlying parts, however, by diagonal country roads which it will be the part of wisdom to preserve and widen before it is too late. Considering modern requirements, the streets are narrow, rarely exceeding sixty feet, and often falling to fifty or even forty. A system of ten-foot alleys, of doubtful value, covers the entire city. The buildings, both stores and houses, are built without set-back, almost invariably in solid blocks and usually of brick. Railroads, residence sections, retail business, and manufacturing establishments are almost hopelessly mixed up with one another, to the disadvantage of all. There is no homogeneity of neighborhoods, no protection of any class, nothing corresponding with the "zone system" of Germany, or even the unofficial separa-

tion which has accidentally fixed itself upon many of our American cities.

So much, in brief, for the principal physical conditions. The social conditions are likewise important. At present, the city has a population of very nearly a hundred thousand. Including the suburbs not yet incorporated, it exceeds a hundred thousand. When Reading became a city in 1847, it had but twelve thousand inhabitants. In the decade from 1840-50 the population increased 87 per cent., and in the first fifty years of its municipal history the increase was 500 per cent. At the same rate, what would the population be in 1948, the two hundredth anniversary of the founding, and what is being done to provide for it? A large percentage of this population is now, and always has been, German or of German descent,—industrious, frugal, home-loving, and devoted to the best interests of the community.

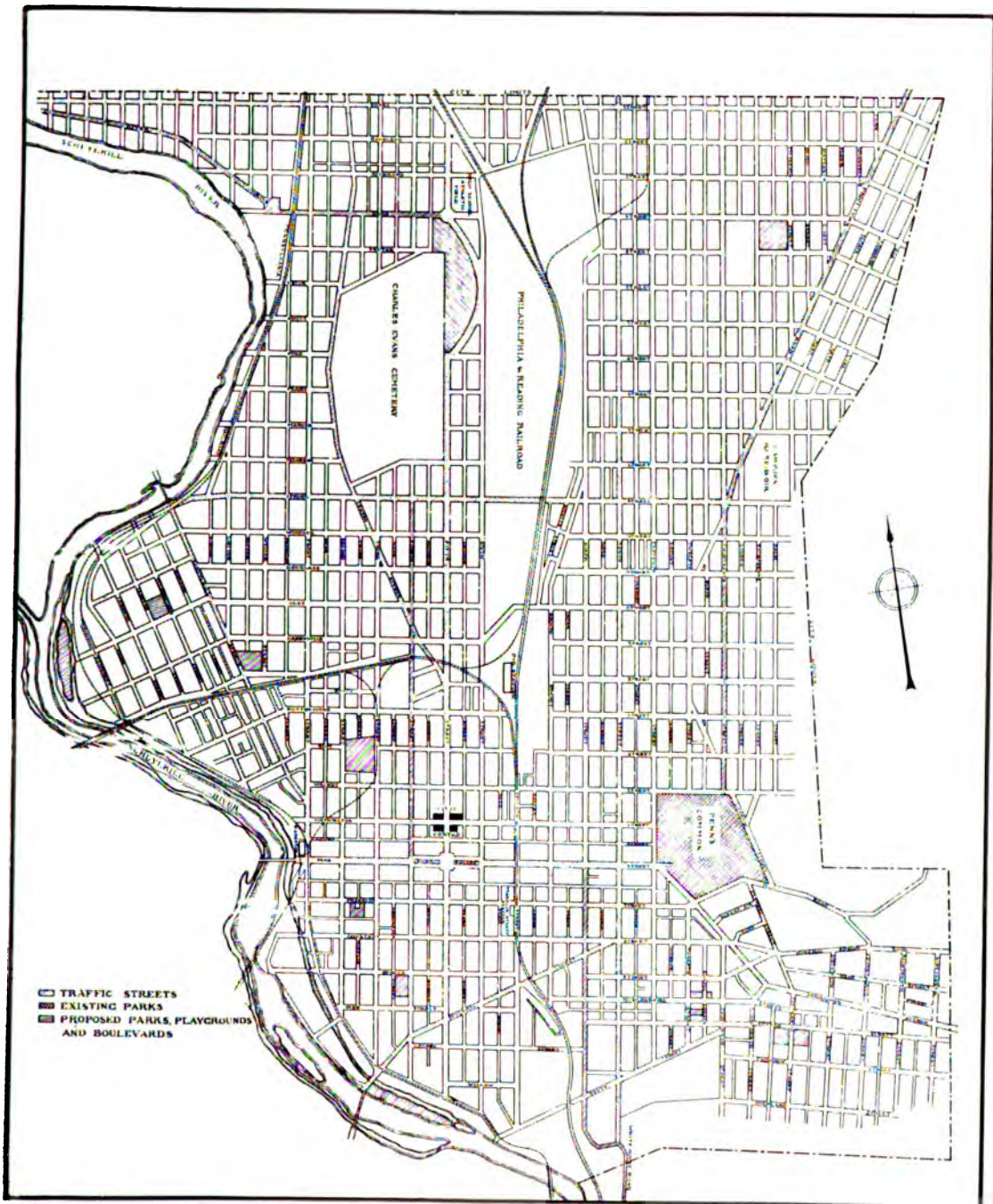
But the economic influences rather than the physical and social ones will probably continue in the future, as in the past, to control the development of Reading. It is, above all, an *industrial* city, happily situated for industrial supremacy, with enviable proximity to the coal regions of Pennsylvania and almost unsurpassed facilities for transportation. It depends upon no one industry. Furnaces, crane and hoist works, art metal goods, iron and steel mills, foundry and machine shops, automobile, motor cycle, structural iron, wrought-iron pipe and wagon works, steel frames for automobiles, planing mills, children's shoes, gloves, dye works, hat factories, woolen, cotton, silk, and paper mills, breweries, tanneries, hardware manufactories, hosiery mills, and the great shops and yards of the Philadelphia and Reading Railway, these and many others constitute a reliable base for permanent industrial prosperity. The tube works, next to the United States Steel Corporation, are the largest in the country, comprising eight mills capable of producing 125,000 tons of tubular goods annually. The twenty-three hosiery mills turn out 44,000,000 pairs of stockings per year; the tobacco factories, numbering over a hundred, have an annual output exceeding 120,000,000 cigars; over 8,000,000 pounds of candy are manufactured here annually; and the shops and transportation department of the Philadelphia and Reading Railway Company employ over 4,200 men, representing fifty different occupations and a yearly distribution of wages exceeding three million dollars.

These are some of the general considerations — physical, social, and economic — that the city planner, the local committee of the Civic Association, and the people of Reading must constantly bear in mind. They constitute the fundamental factors. They are influences of far-reaching importance. They affect all plans and proposals that may be presented for the convenience, health, and refreshment of the population.

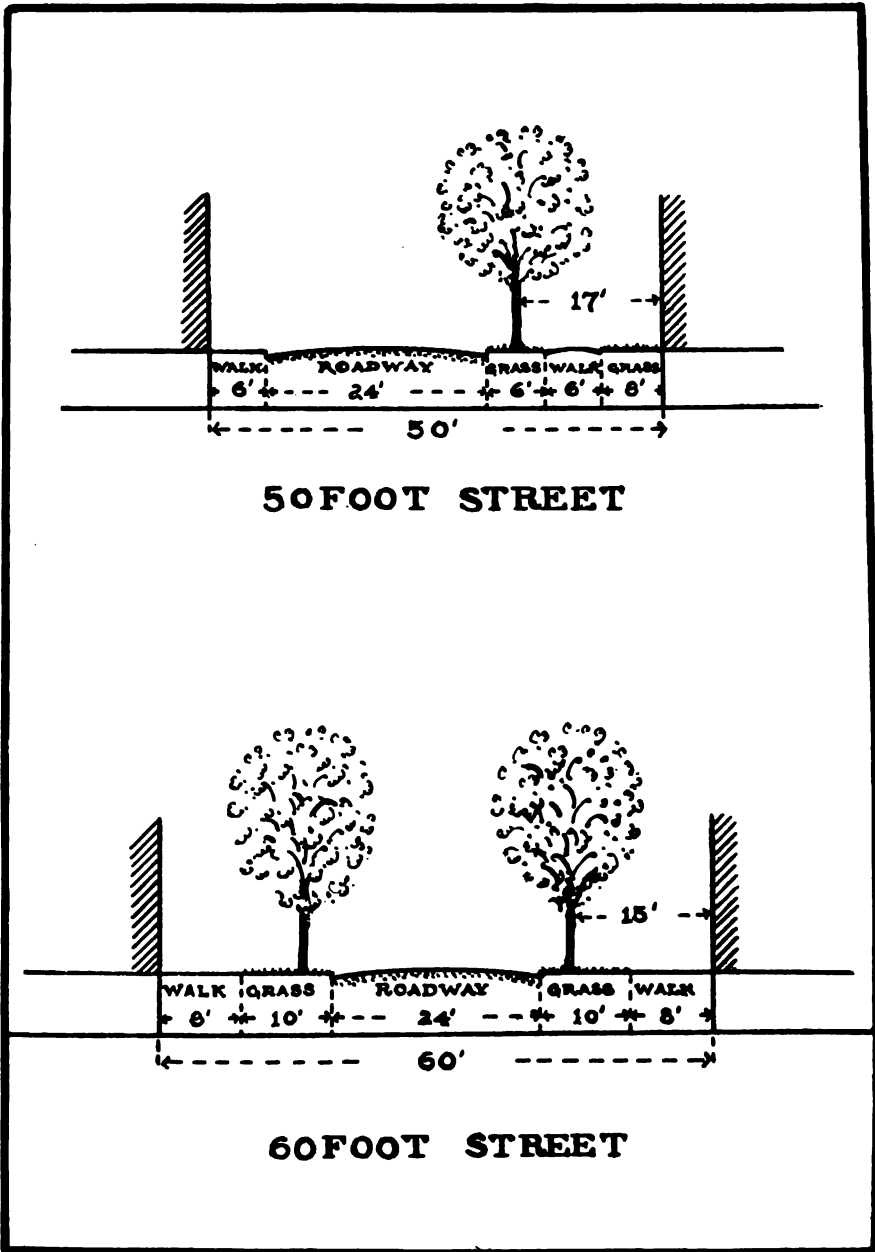
#### THE CITY PLAN.

The main features of the City Plan — Penn Square, Public Buildings, Boulevards, Playgrounds, Parks, Housing — will be presented definitely and in some detail later on. It is my purpose here to refer merely to some general points of Reading's city plan, and to touch upon a few incidental matters that do not properly belong to any one of the main subjects mentioned above.

More thought should be given to the location, width, and treatment of streets, and to the size of blocks, which, of course, would be determined by the location of the street. Each street has a purpose or a number of purposes to serve, and it should be laid out with as strict a regard as possible to those purposes. It will not be feasible in all cases to foresee accurately the future uses of all streets, but careful study and a regard for public interests will be the means of avoiding at least some of the more serious mistakes. Innumerable illustrations of wrong methods of street arrangement can be found in Reading, and their lessons should not be lost. But, in the opinion of the most progressive business men of the city, it is not advisable to try to change or widen streets in the densely built-up section, and in this opinion I reluctantly concur. It is advisable, however, to make the best possible adjustment of existing conditions. For example, all poles and wires, except perhaps those of the trolley companies, should be removed from business streets and from the more important residence sections. The objections to such poles and wires are greater in Reading than elsewhere, because of the unusually narrow streets and the limitations which narrow streets involve. A recent decision of the courts held that the public ways are for the people, and their occupancy by special privileges, on the surface, underground, or overhead, should be permitted only on the strict test of public exigency. Even in so small a city as La Crosse, Wis., with a population, business, and wealth not one-fourth that



General Plan for Improving the City of Reading.



Proposed re-arrangement of some of the 50 and 60 foot residence streets of Reading. The space for trees is secured by narrowing the roadway, which in many cases has a greater width than necessary.

of Reading, the wires were put underground a decade ago. Why, then, should Reading consent to continue this unquestionable nuisance? Other obstructions on important business streets, Penn Street and Fifth Street especially, should likewise be removed. On these streets and a few others the foot-ways have long been inadequate for the use made of them, and yet steps and railings and areas occupy in some cases from one-fourth to one-third of the sidewalks.

It is not easy to advise against the planting of street trees; harder still to advocate the removal of established ones. Yet in Reading the sidewalks are so narrow and the space between the curb and the buildings so small that street trees are in many cases objectionable. Of course, there are exceptions to this statement, especially in the newer sections where some buildings have a small set-back. I believe it would be advantageous in the residence streets, where there is little or no through travel to provide for, to narrow both the roadway and the sidewalk, and thus secure a planting strip of from six to eight feet in width on one or both sides of the street, and at a sufficient distance from the dwellings to permit of attractive tree growth.

Next to poles and wires, the greatest nuisance in Reading is smoke, and reasonable methods of abating it should be carefully considered by the Civic Association and the City Council. No one questions the bad effects of smoke. It ruins some of our most valuable possessions, both indoors and out, and is a serious menace to health. Dr. John W. Wainwright, in an article on bituminous coal smoke in a recent number of the *Medical Record*, says: "Without doubt the existence of a smoky atmosphere has a direct influence in increasing mortality. This statement is well worthy of consideration, and should claim the immediate attention of our public health officials. One evil of a smoky atmosphere, even worse than breathing it, is found in its indirect effect in causing people to keep their windows closed, and so breathe a more vitiated atmosphere within, for it has been recognized for some time that one of the conditions most favorable to consumption is to be found in defective ventilation, the breathing over and over the same foul air. Another effect not to be lost sight of is that the presence of soot in the atmosphere shuts off and obscures sunlight, which is so important to a healthy life. The eyes are subjected to a continuous over-

strain, bringing on headaches and a whole train of nervous diseases."

Much of the smoke in Reading, as elsewhere, is quite unnecessary, and means, moreover, a waste of coal. The remedy in the great majority of cases is better firing. It has been demonstrated that more intelligent methods of stoking will save one-fifth the cost of coal and reduce the smoke one-third or more. Smoke abatement is no mere theory. European countries, especially Germany, can teach us much in this, as in other matters. The great city of Berlin, a veritable hive of industry, is clean, well-kept, and practically free from any serious plague of smoke.

Many American cities have adopted ordinances which permit the discharge of dense smoke only for a specified period; others declare it a nuisance, while still others prohibit the emission of any dense smoke whatever. Among the cities which have undertaken to regulate and control the smoke nuisance may be mentioned Detroit, Washington, D. C., St. Louis, Chicago, Buffalo, Cleveland, Cincinnati, Minneapolis, New York, Baltimore, Milwaukee, Springfield, Mass., Dayton, and Philadelphia. Are there not good and sufficient reasons why smoke regulation should be applied to Reading? Its proximity to the anthracite coal regions would justify the city in stringently restricting the use of bituminous coal, and the fact that many industrial establishments are situated in or near to important retail business and residence sections makes firm regulation more necessary.

The territory included at present within the limits of Reading is altogether inadequate for the future city. Indeed, much of the real population of the city is already settled beyond the legal limits and no far-reaching scheme of improvements — roads, car-service, bridges, parks, housing, etc.— is practicable without a unification of the area comprising the actual city. Therefore, the annexation of such suburban settlements as Brookside, Oakland, Millmont, Hyde Park, Mt. Penn, and West Reading, is inevitable. In 1748, the town plan included 600 acres. In 1869, when the population was still small, it was extended to its present boundaries, covering 3,965 acres, and there it remains to-day, an area but one-third that of Hartford, Conn., for example, which has less population. The ordinary advantages of forming this population into one corporate body, with common interests, opportunities, and responsibilities,





Penn Square, Reading, as it is to-day,—“A bare, unfurnished, unattractive open space, blazing hot in summer, bleak and cold in winter.”

would be sufficient to justify prompt action. But, in addition to the ordinary advantages, the city, by acting now, would secure the incalculable benefits of a better form of local government, for a population of a hundred thousand or over would entitle Reading, in accordance with Pennsylvania law, to rank as a city of the second class.

#### PENN SQUARE AND THE CITY CENTER.

Penn Square is Reading's freest opportunity. It stands to-day a bare, unfurnished, unattractive open space, blazing hot in summer, bleak and cold in winter. With but small expenditure and without interfering in any way with the needs of business (on the contrary, contributing to the promotion of business), it might easily be made one of the most convenient and beautiful city business centers among municipalities of Reading's class.

Penn Street is admirably located. It begins at the Schuylkill River, at the Pennsylvania Railroad Station, and runs directly east to Penn's Common at the foot of Mt. Penn, a distance of a little over a mile. From the Schuylkill River to Fourth Street and from Sixth Street to Penn's Common, it has a width of only 80 feet; but for the two long blocks from Fourth to Sixth Street it has a width of 160 feet, and at the intersection of Fifth Street, the main north and south artery of the city, the buildings are set back so as to form a fine public square 200 feet by 220 feet. Here, then, is an open space nearly 1,200 feet in length, with a minimum width of 160 feet and a maximum width of 220 feet, in the very heart of the city and in the natural center for retail business, hotels, clubs, and theaters.

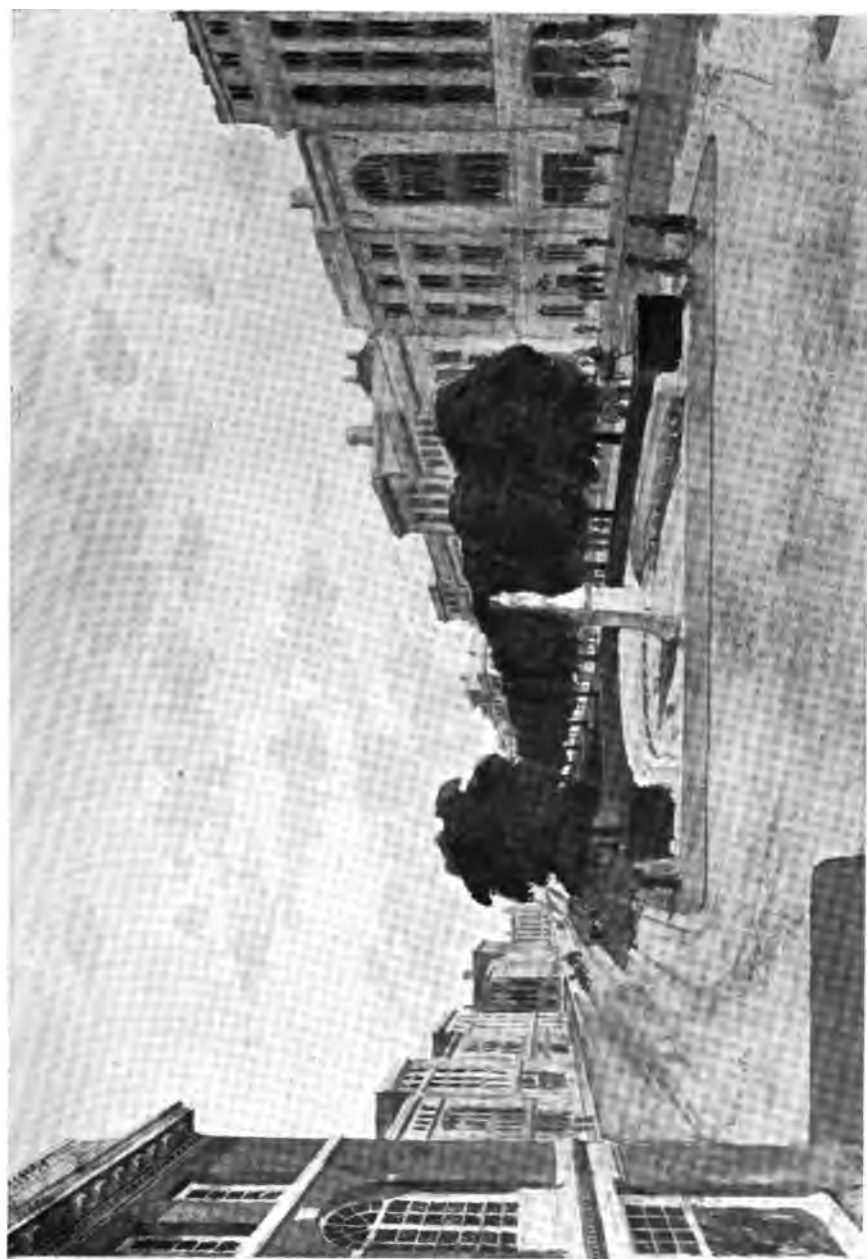
What is the appearance of Penn Square to-day? Is it an attractive place? Far from it. It is merely a lost opportunity, or rather an unutilized opportunity, for it is still possible to reclaim it. To-day Penn Square is as unattractive and ill-arranged as any open city square that I have ever seen. It offers little convenience, less comfort, and no beauty. The opinion, honestly held, that business needs all of this paved street for traffic, indicates an exaggerated notion of the traffic of Reading now or in the future, and an ignorance of how traffic is best provided for. Penn Square has a wider street pavement than any street in New York, Philadelphia, or Boston, wider even than Unter den Linden, Berlin, or the Ring-

strasse, Vienna, and would provide space at present for eighteen or twenty vehicles to drive abreast. The shelter of trees, nowhere else possible in the business section of Reading, is here altogether lacking. There is no splash of fountain, no public comfort station, no trolley waiting-room (although all or nearly all the cars cross the Square), no seat for a tired pedestrian. Nor is there the faintest suggestion of beauty. The Square has no ornament or attractive street fixture; worse, it is littered from one end to the other with poles and wires that seem sufficient in number and size to provide for the needs of a city with a population of a million. The individual buildings that line the two long sides of the Square or front upon its ends are, with few exceptions, commonplace; together they form an architectual hodge-podge without harmony or merit.

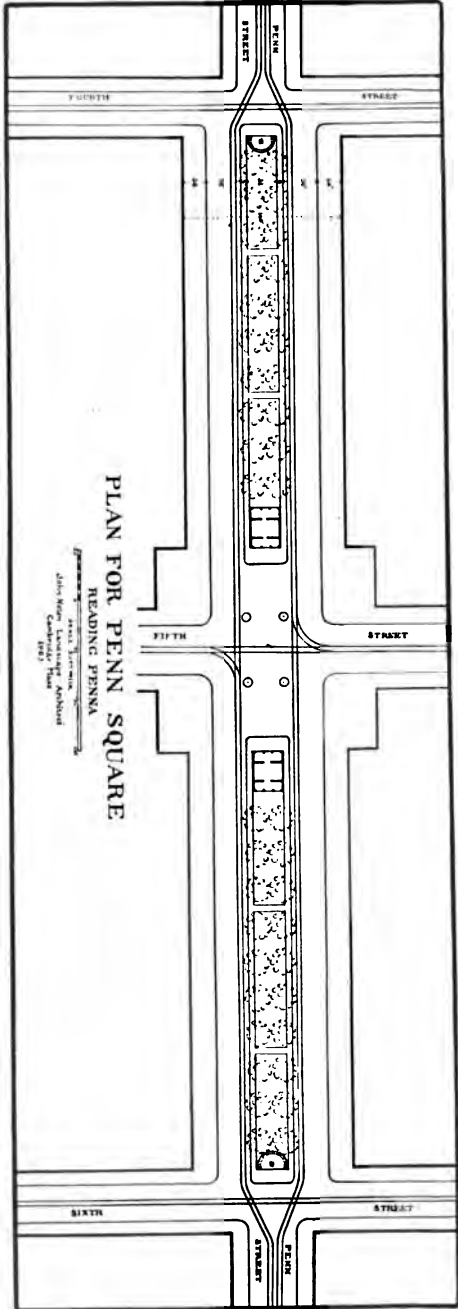
Yet, let us remember, the *space* is still in Penn Square. It is still possible to utilize this space so that it will meet more conveniently the needs of business, so that Penn Square will be the most comfortable place in the city to shop or loiter in, and so that its beauty will win the pride of citizens and the admiration of strangers.

As an illustration of the changes that I would recommend in Penn Square, I submit a perspective sketch giving a general view of the proposed treatment. The plan provides for two 24-foot sidewalks, two 35-foot driveways, and a central mall 42 feet wide. The central mall would have an area 32 feet wide planted with trees, grass, and flowers, and two 5-foot sidewalks, thus adding what is most needed,—more room for pedestrians. It would, moreover, include suitable sites for public-comfort stations, monuments, fountains, shelters, and seats. The central open square (200 feet by 220 feet) would not be encroached upon at all,—except perhaps with appropriate lighting fixtures and tiny isles of safety.

The expense of executing this plan, or one somewhat similar to it, would not be great. The city could well afford the cost because the return would be so large. But the property owners abutting on the Square would profit most, and might therefore be willing to contribute toward the improvements. It would pay them to help establish Penn Square as the permanent center of the city, for there are natural forces quietly at work which will tend in time to shift the center more to the north. A failure to make Penn Square more convenient and attractive will aid those forces, and contribute to-



Penn Square, Reading, as proposed—from the same point of view.



ward a city center farther out Fifth Street. From several points of view this result would be unfortunate, and yet in certain circumstances it would become desirable and almost inevitable.

#### LOCATION OF PUBLIC AND SEMI-PUBLIC BUILDINGS.

The original public building in Reading stood in the center of Penn Square, directly at the intersection of Penn and Fifth Streets, then called Market and Callowhill Streets. It was the most central situation and the most convenient; architecturally it was the finest possible site for a public building. On all sides it was open, with ample provision for light and air, and from every direction it could be seen to advantage. For nearly a hundred years this building served also as a City Hall. What a contrast the action of these early settlers offers to those who came later. No subsequent public or semi-public building has a situation that is really central; i. e., on Penn Square. No subsequent building has a site which is adequate, which provides light and air. No subsequent building has the marks of appropriate beauty in the structure itself or in its setting. Civic buildings erected in Reading in more recent periods have been crowded onto minor streets and occupy relatively small lots. Commercial buildings have taken possession of one after another of the really advantageous situations, until at the present time no one thinks of a Penn Square site as a possible one for a public purpose.

The idea of grouping public buildings appears never to have been seriously considered in Reading. As a result, the Court House, the City Hall, the Post Office, and other public or semi-public edifices, are scattered about in different blocks. This is a mistake, for it is a gain in convenience to both the general public and officials to have such buildings brought together, and it is likewise a gain in the attempt to secure impressive and appropriate architectural effects. But Reading's opportunity is not yet closed. With the exception of the Post Office, it has no permanent public building, none adequate for the present business. The Court House is small and cramped, and must sooner or later be replaced. The City Hall, a three-story brick building, constructed in 1870 at a cost of but \$26,000, is obviously unfit. The Public Library is in the same class, and, when hotels, club houses, an art gallery, places of amusement, etc., are added, it becomes clear that the people of

Reading have ahead of them an important constructive period, one which will afford an opportunity to build in a way that is fitting for a city of wealth, size, and assured future.

With Penn Square given over completely to commercial uses, and the central section of the city built up solidly, it is difficult to find an attractive situation for a permanent group of public buildings. The best opportunity appears to me to be at Fifth and Washington Streets, but one block north of Penn Street. The Post Office is now located on the southeast corner of this intersection, and the other corners are all occupied by small stores, which must soon be supplanted by larger and more modern structures. Private enterprise has already recognized the value of this situation, and secured the refusal of a large tract on the northeast corner, 120 feet by 165 feet, for a modern fire-proof hotel. No city needs such a hostelry more than Reading, and the proposed eight-story hotel, with 200 sleeping-rooms and 100 bath-rooms, would, if built, be a public benefit. Across from the Post Office is a suitable site for the new City Hall, and the fourth corner might be used for Public Library, Court House, Art Museum, Opera House, or something else of wide public service.

The best alternative to Fifth and Washington Streets would be to go farther north on Fifth Street, the general direction of the city's growth, and purchase from two to four blocks for a civic center. The advantage would be cheaper land and a possibility of a more open and more artistic grouping of buildings. Such a plan, however, would require the investment of a very large sum of capital; yet it might prove not only practicable, but profitable as the Pennsylvania legislature passed a law in 1907 by which Pennsylvania cities are given power within certain limitations to condemn land for public purposes, and such lands as are not required for improvements may be resold, with or without restrictions concerning future use and occupation, so as to protect public works and their environs. Under this law the Philadelphia Parkway from the City Hall to Fairmount Park is now being constructed. It should enable the city of Reading to provide not only more perfectly, but also at less expense for the public buildings, playgrounds, boulevards, and parks that a modern municipality requires.

## BOULEVARDS AND MAIN ARTERIES OF TRAVEL.

No street in Reading has a greater width than 80 feet; and only four streets, Penn, Fifth, Thirteenth, and Pricetown Road, have that width. Such restrained provision is a relic of a past era, and is altogether inadequate for the needs of modern times with their electric cars, automobiles, and increased business. The importance of a first-rate system of transportation for the easy circulation of goods and people can scarcely be exaggerated. There is not a large city in the United States that has a first-rate transportation system, and they are all now more or less baffled in their attempts to secure one. In this matter Reading has a peculiar position and opportunity. While it is scarcely practicable in many cases, on account of the cost, to change closely built-up streets, it is perfectly practicable to widen the *extensions* of the principal streets, to transform boldly several country roads into main diagonal avenues, and to completely encircle the city with a broad circumferential parkway. Larger cities have not the same opportunity. Their size makes such changes too difficult and too costly. But the present-day Reading is but the nucleus of the future city, and by prompt action a system of main avenues, traffic streets and boulevards can be acquired that will be of incalculable value to business interests, to persons living on the outskirts of the city, and to those who enjoy pleasure driving or motoring or the public parks which the city must soon establish. Therefore, after careful study of the situation, I recommend that Penn Street, Spring Street, and Berks Street be looked upon as the main cross-town connections east and west; Front Street, Fifth Street, Tenth Street, and Thirteenth Street, as the principal thoroughfares north and south; and Pricetown Road, the River Drive, Schuylkill Avenue, Center Avenue, Tulpehocken Road, Wyomissing Road, Bingaman Street, and Perkiomen Avenue, as important diagonals. It is not wise to try to name the exact width that each of these streets should have. Much will depend upon the degree of use to which they are subject and the ease of widening. But I may say that they should average 100 feet. Some of them, perhaps, can now be made 100 feet wide only in the less valuable or less built-up sections. Others should exceed 100 feet in width, reaching even 200 feet or more, with a mall in the center of the avenue. Beyond the present city limits there should be no

difficulty in getting desirable dimensions for all thoroughfares. Many of these streets already have car tracks upon them and others will, of necessity, be so occupied. Only Penn Street, I believe, has a double car track. This widening will permit of double tracking on some of the other streets, a much better arrangement. The radial roads, with the exception, perhaps, of Schuylkill Avenue, Perkiomen Avenue, and Bingaman Street, should be reserved exclusively for driving.

In addition to these main thoroughfares, north and south, east and west, and diagonally to and from the heart of the city, I earnestly recommend the immediate acquisition of land for the construction of a belt boulevard or parkway. The natural location for this is an average distance of two and one-half or three miles from the center of the city, and it is a happy circumstance that five-sixths of this proposed way already exists in the form of country roads. Thus the need is merely to connect the pieces of road, and then widen and improve according to some appropriate plan. The result would be, assuming the boulevard to have an average width of, say, 200 feet, as fine a boulevard or parkway as can be found in this country. It would be eighteen miles in length and travel through a rich variety of rolling country that it would scarcely be possible to match near any large city. The enhancement of real estate values along the line of the boulevard would be so great that abutting property owners could well afford to donate the land required, so that the city and county would have only the expense of constructing and planting. My opinion is that it would not only be cheaper, but also better and more interesting, to give the boulevard a somewhat different treatment in different parts, provided that it affords continuous drives, walks, and riding paths; that it is attractive throughout its course, protected from unsightly things, and in some degree separated from the ordinary sights and sounds of city life.

In connection with the proposed system of thoroughfares, consideration should be given to the gradual removal of grade crossings, especially those of the Philadelphia and Reading Railway at Penn, Franklin, and Chestnut Streets. Penn Street is the principal business street of Reading, and the tracks of the Philadelphia and Reading Railway on Seventh Street cross it within a block of the busiest part of the retail section. Moreover, the well-established custom

of using Penn Street and Penn Square as a public promenade on Saturday and other evenings adds greatly to the objections of a grade crossing at this point. By actual count, it was found that more than 45,000 people crossed the railroad tracks at Seventh and Penn Streets on one Saturday evening. Such a situation should be considered intolerable from the point of view of both the people and the railroad company. The latter is permanently interested in the welfare of the city of Reading, and it is, therefore, unbelievable that it will permit a nuisance of such a dangerous type to continue much longer. A right and permanently satisfactory solution is most likely to be found by a commission on which the various interests involved are all fairly represented. Under the Massachusetts law, passed in 1890, provision is made for the gradual abolition of all grade crossings in the Commonwealth by a system which makes an equitable division of the expense among the parties interested. The division varies in different cases, but, as a rule, the railroad company pays 65 per cent., the state 25 per cent., and the city or town 10 per cent. Over a hundred and fifty grade crossings have been eliminated under this law at a cost of over twenty-five million dollars.

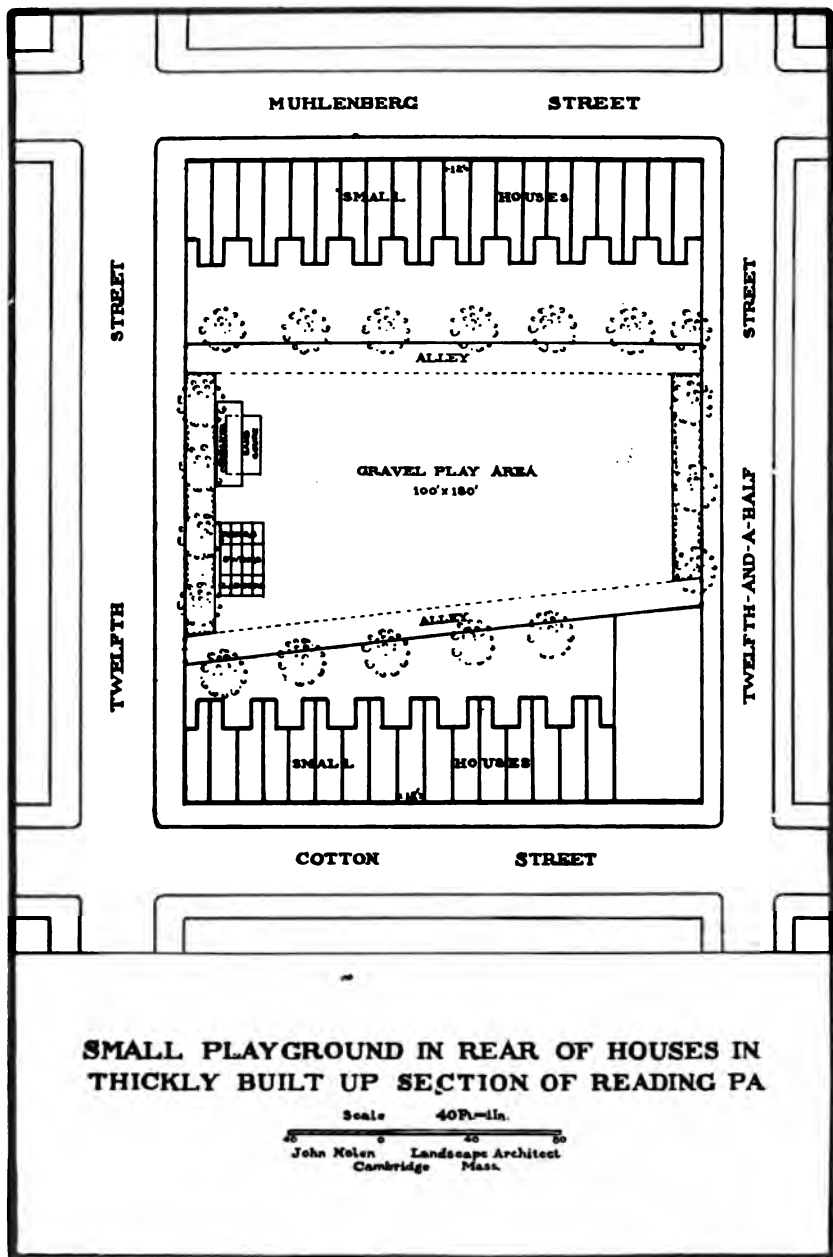
No convenience in Reading has been so poorly provided as that of bridges, and no opportunity for distinctive civic attractiveness has been so completely overlooked. Seven bridges cross the Schuylkill River within the city limits, and eleven nearby. Of the total of eighteen, eleven are for railroad use exclusively and seven for general traffic. Several additional bridges are needed, and some of the existing ones should be replaced by a different type. Bridges are among the most conspicuous features of the landscape, and should each possess an appropriate mark of beauty. Hartford, Conn., a city smaller than Reading, had occasion recently to construct a bridge across the Connecticut River. A bridge that would have served the practical purposes of traffic could have been built for a comparatively small sum, but the people of Hartford looked upon the need as an opportunity. They wanted a bridge that, while serving practical purposes perfectly, would also adorn the city, a bridge that would endure, a bridge that would by its beauty stimulate and feed civic pride. And so the great stone structure that now sweeps with its nine spans across the waters of the Connecticut at Hartford was erected, and, as it happened, by a contractor from

the city of Reading. The bridge with its approaches cost three million dollars. Of this sum the city paid two and a half million dollars. So great was the enthusiasm evoked, that fifty thousand dollars were expended in the appropriate dedicatory exercises. So impressed were Hartford's neighbors with the achievement that two hundred and fifty thousand persons visited Hartford during the three days given over to the ceremonies. President Luther, of Trinity College, in a notable address delivered at this time, said: "We are coming to understand that not only must our bridges be beautiful, but our public buildings must be beautiful, our river-banks must be beautiful, the houses of the poor as well as of the rich must be beautiful, and, being beautiful, will be such that the poor as well as the rich may live in safety, profitably, wisely. As we clean and beautify and make splendid the cities and the towns in which we live, as we tie them together into more efficient corporate units, struggling for the common welfare of us all, we shall find that the unlovely things in human nature, in our own nature, the dishonesties, the foulnesses, the dishonors, that have held back so long and so terribly the progress of mankind will be more and more impossible, and that a city materially beautiful will be spiritually beautiful also."

#### PLAYGROUNDS AND PARKS.

The city of Reading owns no playgrounds and but two small parks. In playground provision a beginning has been made by private organizations. The High School Alumni Association has recently raised \$15,700, and purchased a piece of ground at Fifth and Bern Streets, four and a half acres in extent, for a playground for high school boys; the Woman's Club has opened and operated on unused ground, for five or six summers, several small playgrounds; and the Olivet Gardens have done good work for a number of years on a larger tract. But the city itself has shown no willingness whatever to acquire or maintain playgrounds. In fact, the opinion has been very generally expressed that the streets which have served the children of past generations are good enough for the present and the future. "City streets," said Theodore Roosevelt, recently, "are unsatisfactory playgrounds for children because of the danger, because most good games are against the law, because they are too hot in summer, and because in crowded sections





Proposed utilization of small open spaces in the rear of houses, Reading.

of the city they are apt to be schools of crime. In view of these facts, cities should secure available spaces at once, so that they may not need to demolish blocks of buildings in order to make playgrounds, as New York has had to do at a cost of nearly a million dollars an acre." The view that the streets are good enough for play is mean and nowadays unusual for a city of a hundred thousand inhabitants. The community that seriously puts it into practice is apt to regret it: first, because it will find that it doesn't pay to have children grow up stunted in body and mind and feeling, as children must without opportunity to play; second, a city without playgrounds and similar features will not be able to compete successfully with other cities in attracting new population, especially of the better class; third, sooner or later every closely built up city will find playgrounds indispensable, and the failure to act in time will simply mean greatly increased cost. Already the situation in Reading is baffling. The city is so closely built up, so congested and overcrowded, and land is held at such high prices, partly because of this very overcrowding, that adequate playground acquisitions appear now practically impossible. Whatever is possible should be done, and without a day's unnecessary delay. Some of the suitable spaces that I have discovered, with the assistance of the local committee, are the following: The Lauer property, near Third and Walnut Streets; Merritt Brothers' lumber yard in the southwest; the triangle east of Schuylkill Avenue, near Greenwich Street; the little pieces of land in the southeast section, near Twelfth and Muhlenberg Streets and Fifteenth and Cotton Streets; a full block in the northeast section near Fourteenth and Bern Streets; and perhaps a larger tract of, say, ten or twelve acres near Oley and Tulpehocken Streets, in the neighborhood of the present Olivet Gardens. In addition to these areas, all of which should be secured if possible, the grounds of many of the schoolhouses need to be enlarged. It is almost inconceivable that public schoolhouses should be built on such small lots, some of the largest of them being separated from adjacent property by a space not much wider than an alleyway. In comparison with Reading, Hartford, which has a population about equal in numbers, may be cited again. Hartford is not proud nor even satisfied with its present playgrounds, but it has made a substantial start. It has already two park playgrounds, an outdoor gymnasium, a bowling green, two school gardens, an outdoor kindergarten, six tennis courts,

a public golf course, and fourteen baseball diamonds. When its system is complete, it proposes to have ten playgrounds of one-fourth acre each, twenty baseball diamonds of two acres each and ten recreation centers of five acres each, and to continue to increase the facilities to keep pace with the increase of population. All of these grounds will be properly equipped and supervised. The importance of supervision is so well appreciated in Hartford that a director of street play has been proposed.

The children of Reading appear to understand the place and need of play better than their elders. In the early part of the summer a Reading local paper offered to print brief letters from the children themselves on the subject of playgrounds. These are some of the typical ones received:

**HELEN BOYER, age 14.**

"Other cities have playgrounds, why can't Reading? Do our fathers and grandfathers and uncles and friends and all the rest of them forget that they wanted to play and did play when they were young?"

**HARRY REPERT, age 9.**

"When a fellow has nothing to do, a playground would come in handy. It is one good thing for a poor boy to have, because poor boys are always pushed about from place to place."

**MARGARET FIES, age 13.**

"When we skate on the pavement, one woman is going to get the police, another is going to pour a bucket of water on us. If you stay in the house all the time you get sick."

**WARREN DRY, age 11.**

"Reading ought to have about ten playgrounds. If Reading would only have a few of them, it would keep the children out of mischief, and the policemen would not have to stretch their legs."

**RUTH HINNERSHITZ, age 9.**

"I think that a playground would be better than all the large parks in Reading because you may not get on the grass. On a playground you can do just as you please. Grown people have places to amuse themselves. Why can't the children have a place all to themselves?"

**GEORGE H. QUINTER, age 8.**

"We live in a house just big enough for our family. There is nowhere to play, so then my sister Emily and I must play much on the street, and there is always danger. So we stay in the house, and don't know how to pass our time. I certainly do wish we had a playground over our way."

**ERMA KATHRYN ROSS, age 12.**

"The boy would be compelled to abide by rules; and what better training is there for the boy who some day must abide by rules more important than playground discipline? If the children were carefully watched at the playgrounds, why need the mother worry?"

The plain argument of these child letters is unanswerable. The appeal should be irresistible. No privilege or favor is here asked for, but the restoration of a common right,—the right of a child to its childhood.

Penn's Common with its fifty acres and Mineral Spring Park with sixty-four acres constitute all that Reading has toward a park system. The latter, situated in a charming ravine, is a typical bit of Reading's rich nature world, and makes a splendid contribution to the recreation of Reading's population; the former, a well-located but artificial garden-like park, filled with monuments and flower-beds, is expensive to maintain and poorly adapted, it would seem, to the purposes that a park should serve in a city like Reading. The general estimate of Penn's Common is well expressed in one of the children's letters:—

"I sometimes take my little sister and brother out to the city park. When the little ones even step on the edge of it, next thing you see is a park guard coming with his raised club after us. I do hope that some kind person may donate a large plot of ground in our section where we can have the freedom of roaming about."

How poor in parks Reading is compared with other cities of its class. Compare it, for example, with Dayton, O.; Grand Rapids, Mich.; Tacoma, Wash.; Wilmington, Del.; Harrisburg, Pa.; Cambridge, Mass.; or Hartford, Conn., all cities of its class, all with approximately a population of a hundred thousand. Dayton has six parks, for the acquisition of which it has issued bonds for \$100,000. The annual appropriation is \$16,000. One of its small parks includes a field-house with gymnasium, baths, and swimming-pool, constructed at a cost of \$130,000. Grand Rapids' parks comprise 195 acres, secured at a cost of \$68,900, but now worth \$402,900. The annual appropriation averages \$50,000. Tacoma, with the characteristic public spirit of the Northwest, has secured already 1,090 acres of parks, and levies an annual tax of one and a half mills for their support. Wilmington, by a persistent and well-directed effort commenced decades ago, has acquired and improved 300 acres of parks, most of the area being the beautiful valley of the Brandywine Creek. The total cost of acquiring, improving, and maintaining this and its other large park lands has been about half a million dollars,—a per capita cost of only about six dollars. The estimated value of these parks, exclusive of im-

provements, exceeds to-day their total cost, including improvements, and there has been a decided gain to the city in increased taxes from the appreciation of adjacent property. The annual cost of maintaining this system of parks is only \$16,000, or twenty-two cents per capita. Harrisburg, a city near Reading, with which it may naturally be compared, has now 737 acres of parks and playgrounds, for the acquisition of which it has issued bonds for \$250,000. The city appropriates annually nearly \$30,000 for maintenance. Cambridge looks to the Boston Metropolitan system, in which it is included, for its large parks, but it possesses many small parks, playgrounds, and open spaces now valued at \$4,225,912. Its park loans amount to \$1,519,000, and in 1908 it appropriated \$40,000 for park maintenance. Hartford, one of the most progressive of American cities, and not essentially unlike Reading in its requirements, has now twenty-one parks and open spaces with a total of 1,335 acres. Last year it appropriated \$46,000 for maintenance and \$12,000 for new work, a total of \$58,000.

An open-minded citizen cannot fail to be impressed with the unfavorable showing that Reading's parks and the annual appropriation of \$10,000 make in comparison with these representative cities. Reading, according to the general average of cities of the United States, should own at least one acre for each 200 of its population; i.e., 500 acres. This area might cost for acquisition and construction about \$1,000,000, and for maintenance \$60,000 a year. Do these amounts seem large? The capital investment is only \$10 per capita, and would naturally be spread over a long period of years. The annual up-keep amounts to only sixty cents per capita, a small sum for the pleasure and health to be had from a year's unlimited use of a complete and well-balanced park system. And this is not all. The city would receive a steadily increasing income from taxes as a result of its parks. Much evidence can be brought to support this statement. Madison, Wis., has recently issued a pamphlet entitled *Parks as a Municipal Investment*, showing the direct profits in money that well-considered park-making brings.

While it is hard to find even small, centrally-located properties in Reading for playgrounds, there are many opportunities when extensive park lands are sought. For in every direction from the city there are hills, mountains, valleys, rivers, and rural scenes, all





Typical Houses, Reading.



Houses elsewhere which rent for less.

superbly adapted for use as public parks. If action is not unnecessarily delayed, there will be no real difficulty in getting a system of parks and pleasure-grounds. As the main parts of such park system, I recommend the early acquisition of Mt. Penn on the east; Never-sink Mountain and Pendera Park to the south; both banks of the Schuylkill River (Willow Grove and the opposite bathing-place) below the Bingaman Street Bridge in the southwest; the northwest bank of the river (Shady Dell) near the Schuylkill Avenue Bridge; and a larger area on the east bank of the river just beyond the present city limits. These properties, with the parkways and playgrounds already named, would constitute a good beginning. They could be added to later on and more definitely connected than it now seems advisable to recommend.

It is not easy to account for Reading's failure to make more adequate provision for parks. One reason, I believe, is to be found in the almost incomparable beauty and accessibility of its environment mountains, hills, rivers, and creeks, the facilities of the "gravity road," and the so-called amusement parks, established by private enterprise. It must be remembered, however, that the latter are not only often unsatisfactory in character, but also that they are unreliable sources of pleasure, as they may at any time be closed and converted into building property. And the charming scenery round about is not, as one might think, indestructible. Indeed, some of the ugliest places in Reading to-day were at one time among the loveliest. The banks of rivers and creeks are quickly turned into eyesores, and the sides and tops of mountains so scarred and defaced as to cease to give pleasure.

#### THE HOMES OF THE PEOPLE.

It is a mistake to confine city planning to a consideration of streets, public buildings, parks, and playgrounds. A vital feature is the homes of the people. Recreation is, indeed, important, far more so than most of us realize, but it is overshadowed by this difficult and far-reaching question of housing. In this country the solutions of this problem are left largely to private individuals. The nation, the States, the cities, do little — except to pass mild building laws or regulations which are so far below wholesome requirements that even real estate agents seeking only profit are apt to do better than the law requires. Furthermore, congestion

and slums are by no means confined to large cities, nor are the ill effects of poor housing limited to physical disease.

What are the present housing conditions in Reading? What changes, if any, are desirable? In what ways could these changes be brought about? Reading, like Philadelphia, is called "a city of homes." And it is. There are nearly twenty thousand dwellings to its hundred thousand of population. It is uncommon for a family not to occupy a separate house, and a large proportion, I am told, own their homes. The houses, however, are not all home-like. As a rule, they are built in solid blocks of brick, with a frontage that will average only from 12 to 15 feet. The depth of the lot is usually less than 100 feet. These dwellings cost about \$1,800, and rent for \$12 per month or thereabouts. An examination of the map on which the buildings have been indicated, a tour of the residence streets and alley-ways, or an inspection of the city from the top of Mt. Penn, impresses one with the unnecessary congestion and overcrowding and the equally necessary unloveliness and cheerlessness of the city as a whole. It presents a mass of unrelieved tin-roofed brick blocks, with narrow, straight streets on one side, and on the other, small and often unsightly and dirty back yards and alleys. So small, indeed, are the back yards in some localities that I have seen the Monday wash stretched to dry between the trees on the front street or even on the front porches. And yet, as one gazes at the city from the heights of Mt. Penn, one's eyes are irresistibly drawn to the beautiful open country, ideal for home purposes, which stretches away to the north and west immediately beyond the city limits. It is true that some scattering occupation has recently been made of this territory, but, sad to relate, the unfortunate type of building so characteristic of the city is being substantially repeated in the open country. I actually found in the middle of farm land, well beyond all other settlement, a brick block identically like the buildings close to the heart of the city. This sort of thing in Reading is inexcusable. Conditions there are such that it ought to be possible for the humblest working man to have a detached or semi-detached home of good design, well-lighted, well aired, well environed, and with ample space for at least a small garden.<sup>1</sup>

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<sup>1</sup>"We began to realize we were cutting up lands upon which people would dwell for all ages to come. We were changing wholesale acres into a form from





A back yard in an English Garden City.



General view of an English Garden City.

What action is necessary to bring about effective changes in this situation? First, a radical revision in the building regulations is called for. Some of the changes most necessary cannot be made until new legislation is secured. But such legislation should be sought in Pennsylvania as it is now being sought in other States. Reading, one of the first cities in the State to take up city planning in a comprehensive way, should take the initiative. In this matter we can learn much from foreign cities, especially those of Germany. As far back as 1875, acts were passed that gave the cities of Germany power to provide intelligently for town extension and to impose housing conditions that would be economical, sanitary, and cheerful. Under these laws, plans are made for the extension of small towns as well as for large cities, and they take into account the foreseen needs of the near future, which by most city councils is considered to mean a period of at least twenty years. The municipal government makes plans for all the land within the city boundaries, no matter to whom it belongs, and the determining consideration is the good of the whole community. Engineers and landscape architects of the highest standing are consulted, as well as the real estate owners. The plans are subjected to the most painstaking criticism, with a view to making the essential requirements of health, convenience, and enjoyment dovetail into one another. In fixing street lines, consideration is given to the promotion of the needs of traffic, safety from fire, the provision for public health, and even the preservation of the good appearance of streets and squares. The building regulations limit not only the height of buildings, but also the proportion of the site that may be covered. In the center of the city higher and more close building is

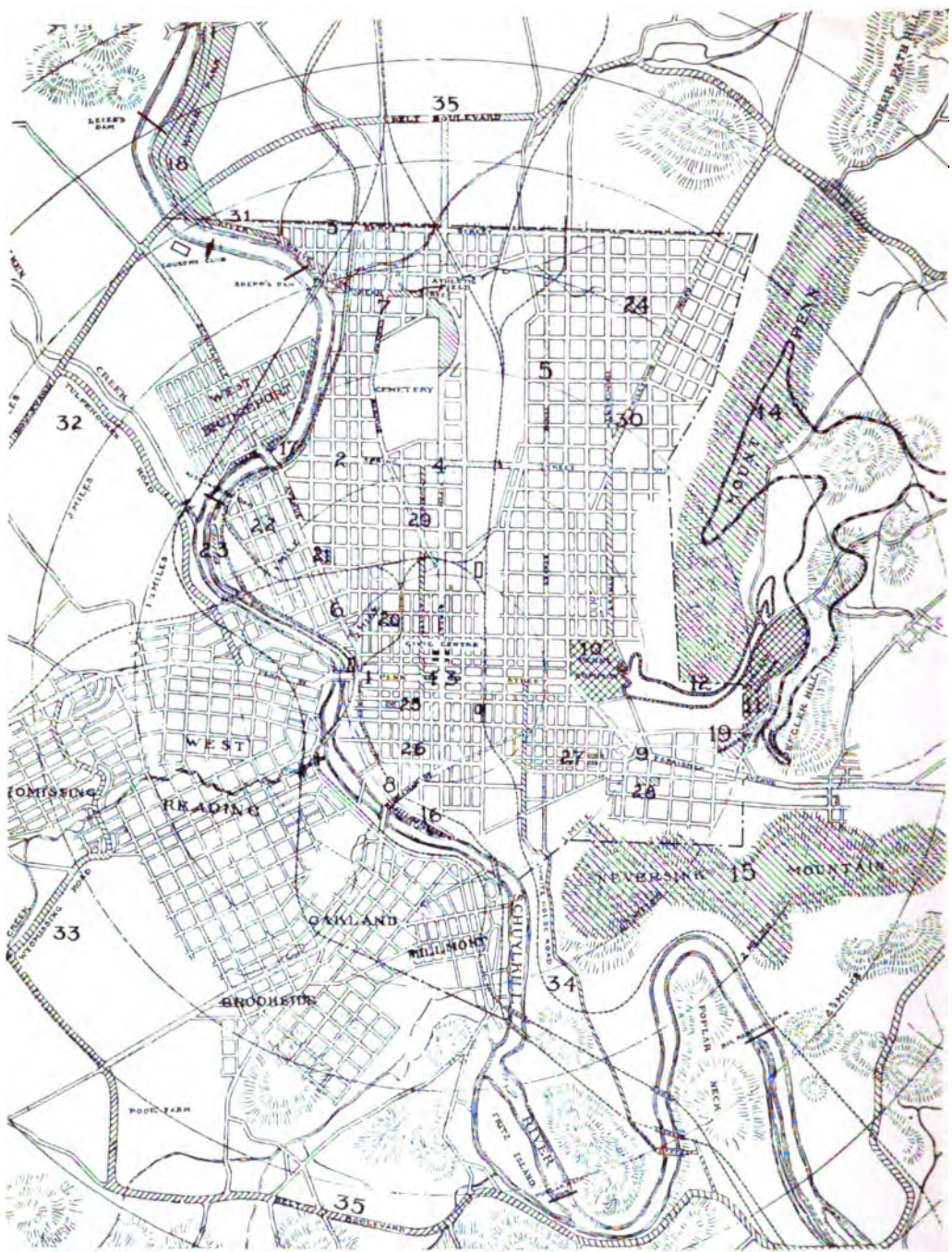
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which they could be changed again only at great cost. At this point it would be the simplest thing in the world to set aside, if we were so charitably-minded, some of this land, and leave it as a perpetual open space for generations to play upon. At that time no other aspect of the case suggested itself to us. It did not seem possible that such an immediate sacrifice to our future expectations would work any important benefit to our treasury balance; in other words, that it was not a business proposition, although it did look like the most justifiable sentimentalism. In this we were mistaken. There were infinite business possibilities in such an act of generosity, and, could we have seen ahead, as we can now look back, we would immediately have begun the segregation of lands for park purposes in all our subdivisions, and would not only have served the community better, but would have received a return in dollars and cents sufficient to amply repay for every foot of ground so utilized."—WILLIAM E. HARMON, of Wood, Harmon & Co., New York City, Real Estate Agents and Operators.

permitted, but farther out only detached or semi-detached houses of definitely limited height are allowed. Consideration is given even to the direction of prevailing winds, a larger proportion of the area in such sections being reserved for open building than elsewhere. This so-called "zone" system, which includes the regulation of business places as well as dwellings, is a recognition of the varying character and needs of different sections of the city and of the necessity, for the good of all, to have differentiated building regulations. Thus the German cities are enabled to prevent or correct some of the most serious and deep-rooted evils that at present confront the people of Reading and of other cities of the United States. Germany is not alone in this city wisdom. A dozen other of the most civilized countries of the world have acted in similar ways, and it behooves us to follow their example. There is no need to copy their mistakes nor mechanically to imitate their successes. Conditions here are different. But the inspiring and commonsense principles which are at the bottom of their regulations, a use of skill, a saving of waste, a regard for the common good, these we may well adopt.

Another method of effecting changes in housing conditions in Reading is to furnish some examples of model homes. This is no new idea. Not only in Europe in "Garden Cities" and in other mutual town building schemes, but in many places in this country, a revolution in home building has been brought about by the construction of model settlements. These settlements, often created by great corporations, have yielded a fair return on the capital invested and have indirectly been of great advantage to the communities in which they have been set up. Reading is an ideal place for such enterprises. The big industrial establishments doing business there, the innumerable workingmen seeking homes, and the open, unspoiled country roundabout offer an opportunity that is seldom equaled. The committee now at work for the bettering of living conditions in Boston, known as the "Boston 1915 Movement," states the ideal well when it proposes "that it shall be possible for a willing worker, earning an average wage, to live, himself and his family, healthfully and comfortably; to bring up his children in good surroundings; to educate them so that they may be truly useful, good citizens; and to lay aside enough to provide for himself and his wife in their old age. A city which provides less than that directly must make up





# GENERAL PLAN FOR THE FUTURE CITY OF READING.

**TRAFFIC STREETS:**—1 Penn Street. 2 Spring Street. 3 Berks Street. 4 Fifth Street. 5 Tenth Street. 6 Schuylkill Avenue. 7 Centre Avenue. 8 Bingamon Street. 9 Perkiomen Avenue.

**EXISTING PARKS AND BOULEVARDS:**—10 Penn's Common. 11 Mineral Springs. 12 Park Boulevard.

**PROPOSED PARKS, PLAYGROUNDS AND BOULEVARDS:**—13 Penn Square. 14 Mount Penn. 15 NeverSink Mountain. 16 Willow Grove. 17 Shady Dell. 18 River Park. 19 Pandora. 20 Lauer's Park. 21 Schuylkill Avenue and Green Street. 22 and Oley Streets. 23 Island at foot of Oley Street. 24 Fourteenth and Bern and Franklin Streets. 26 Fourth and Spruce Streets. 27 Twelfth and 28 Fifteenth and Cotton Streets. 29 Fourth Street. 30 Pricetown Road. 32 Tulpehocken Road. 33 Wyomissing Road. 34 White House Road.

for the deficiency in a more costly, indirect way: there is no escaping this alternative."

Above all, it is important that the work of the Civic Association should not end in a mere statement of some of the needs of Reading. Let me try, therefore, to sum up the definite things that are necessary to change the present Reading into a decidedly better place for business, for home making, for the growth and development of children, for wholesome recreation for all. To my mind the following are the twelve most necessary things to do:

(1) To adopt a more thoughtful and up-to-date method of locating and improving streets.

(2) To remove from the main streets all wires, poles, and other obstructions.

(3) To take prompt and vigorous steps for the abatement of the smoke nuisance.

(4) To extend the city limits by annexation, to include all the territory within the proposed Belt Boulevard.

(5) To add to the convenience, comfort, and beauty of Penn Square by the construction of a central mall or narrow park strip.

(6) To proceed at once to make the best possible grouping of public and semi-public buildings.

(7) To lay out a comprehensive system of thoroughfares and boulevards, including diagonal avenues and a Belt Boulevard to encircle the city.

(8) To provide for the gradual abolition of all grade crossings within the city limits.

(9) To build across the Schuylkill River a series of bridges of a more appropriate type.

(10) To secure at once for playground purposes as many open spaces as possible, especially in the settled sections of the city.

(11) To get possession of the finest natural features around Reading — its mountain-tops, valleys, river-banks, and creeks — and set them aside as public parks.

(12) To investigate and report upon the improvement of housing conditions in Reading.

At first it may appear that to carry out these twelve recommendations, which merely sum up the body of the report, would

require a very large amount of money, perhaps more than Reading could afford. A more careful consideration of the proposals, however, will disclose the fact that many of them — some of the most important, in fact — would involve no extra expense whatever: they call only for a better method. And, even when additional expenditure is required, it will be found that the outlay is more in the nature of an investment than an expense. One of the main arguments for comprehensive city planning, such as Reading has now under way, is its practical economy, the saving of waste. The present struggle in American cities for improvements is intensified by the great waste due: (1) to doing things in the wrong way, without skill and taste; (2) to doing things at the wrong time, especially as this applies to the deferred purchase of land and the failure to provide wide thoroughfares; and (3) to the neglect of the natural resources of the site and the people. It is a striking fact that, where things are better done, the cost is less. German cities, for example, surpass us not only in the fine character of their streets and open places, in the number of playgrounds and parks, in provision for business, for health, for recreation; they also have the advantage of lower city taxes for the same city services.<sup>1</sup> Perhaps it may be necessary for us to invest more capital in the purchase of land and in permanent municipal improvements, but the actual cost of a higher order of municipal administration should mean a reduction of the tax rate, not an increase.

This is exemplified to some extent in our own cities. For instance, Brookline, Mass., a town which possesses nearly all the public advantages that Reading does without, has a tax rate of about ten mills, including everything. It may be alleged that this is because of Brookline's great wealth and large assessment. True, but these in turn are due mainly to the early adopted progressive policy which made Brookline an especially desirable place to live in.

The people of Reading will be profoundly tested by this movement. Action is necessary. What will they do? There is a feeling among many that Reading is not strong in public pride and civic

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<sup>1</sup> No less than 1,500 towns and villages in Germany still own, and have owned right down from the Middle Ages, so much common land that their inhabitants pay neither rates nor taxes. Five hundred of these townships and villages derive so great a rental from their lands that they are able in addition to pay every citizen on New Year's Day a bonus of from £5 to £20 (\$25 to \$100), as his share of the surplus revenue. R. OCKEL, *The Westminster Review*, July, 1909.

spirit. There is some reason for this view. But there is reason also for another view. A city which celebrates its sesqui-centennial with the spirit and generosity that Reading displayed in 1898, which can show such devotion to the welfare of children as is represented in the history of privately conducted playgrounds during the last six years; a city in which \$3,300 can be raised in ten hours by one man for a study for a new city plan — such a city is not without citizens of practical civic pride. Reading is not essentially unlike other cities. It has citizens that stand for wise, well-considered, far-seeing policies, and others who are unenlightened, unprogressive, unmoved by new ideals. The determining factor is the relative strength of each. I have visited Reading many times, and I have reason to believe that the forces that make for health and progress and morality are much the stronger and more permanent and that, so far as the recommendations of this study stand clearly for these qualities, they will sooner or later win.



**VII. MADISON**  
**A STATE CAPITAL AND UNIVERSITY TOWN**



## MADISON

**M**ADISON is one of the most striking examples that could be selected in the United States of a city which should have a distinct individuality, marked characteristics separating it from and in many respects elevating it above other cities. Its topography, its lake scenery, its early selection as the Capital and as the seat of the State University, its population, its history,—such influential factors as these should surely have found expression in a city plan, a city development and a city life unlike that of any other place.

### ITS INDIVIDUALITY.

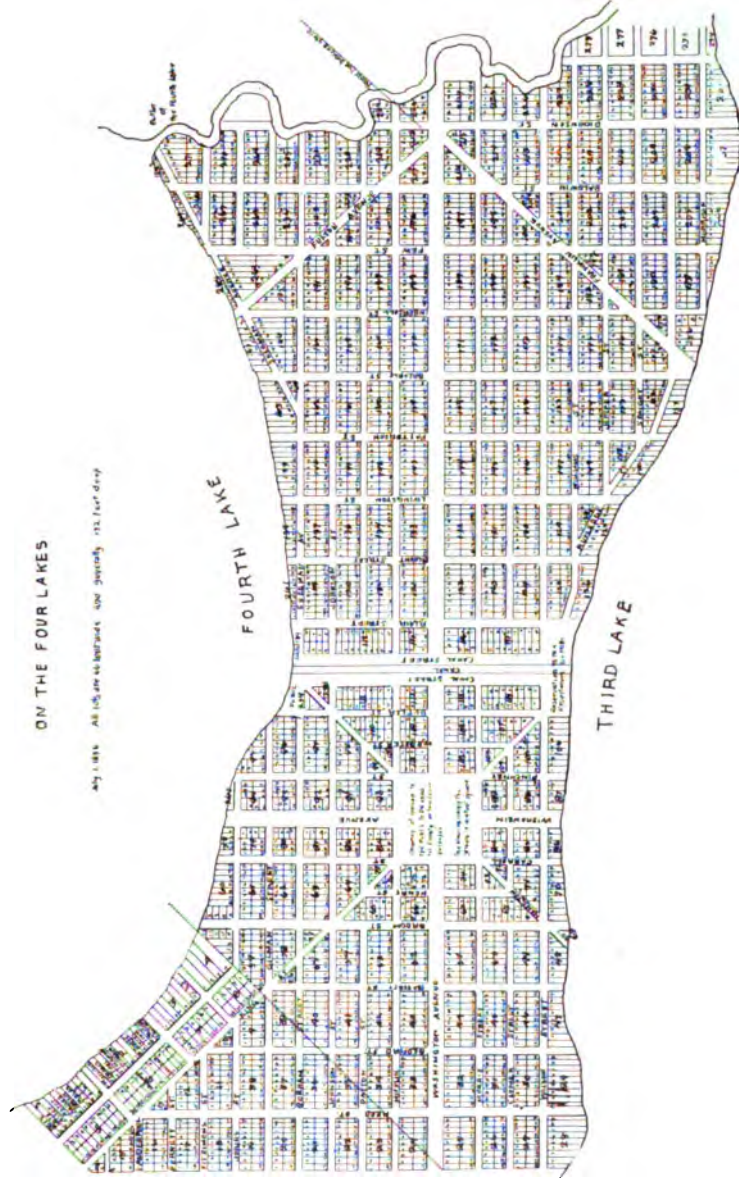
Topographically, Madison naturally abounds in interest and picturesque situations. The ground rises and falls from one part of the city to another, and here and there mounts into hills of such eminence as to afford notable sites for important public buildings or residential sections. The main physical features that win and hold the attention, however, are not these hills and the rolling ground between them, but the large and truly beautiful lakes, directly on and between which, occupying a narrow neck of land, Madison is situated. Northwest of the city is the lovely Lake Mendota, six miles long and nearly four miles wide, with an irregular shore line of twenty miles; southeast is the somewhat smaller but equally attractive Lake Monona, with a shore line of about ten miles. The other two lakes, Waubesa and Kegonsa, complete the so-called "Four Lake Region." No other city of the world, so far as I know, has naturally such a situation on a series of lakes, with an opportunity for so much and such direct relationship to beautiful water frontages. The physical situation certainly is distinctly individual.

Madison's early selection as a Capital City should also contribute to its individuality. In 1836 Wisconsin was erected into a Territory by act of Congress and the same year, after a severe contest, Madison was selected as the Capital. Among its most formidable rivals were Green Bay, Mineral Point, and Milwaukee, the latter then a tiny village of but three years' growth. Madison's claims were

strongly supported by Judge James Duane Doty, an influential politician and the owner of the proposed site. It was pointed out that Madison, which at this time existed as a city only on paper, was centrally situated between Lake Michigan and the Mississippi River, that it would be a reasonable compromise between the conflicting interests of Green Bay and the mining section of Wisconsin; that its selection would tend to develop the still wild interior and above all that the proposed location was exceptionally healthful and beautiful. Madison's claims were finally recognized and endorsed and it thus became the permanent capital of a great commonwealth.

Here, if ever, was an opportunity for wise and skillful city planning, a site of rare distinction, absolutely without obstacles in the nature of existing streets or buildings, clearly defined purposes to be served and an assured future growth and development. What was actually done by the pioneer surveyor? In a central situation, on a fine hill, seventy-five feet above Lake Monona, but not fronting on either lake, the Capitol Park of about thirteen acres was located, with broad avenues eight rods wide running from its center and narrower ones radiating from its corners. For the rest of Madison, all was the usual commonplace gridiron plan without even a discriminating difference in the width of streets or the sizes of blocks. It is often said that this plan for Madison resembles the plan of Washington, and was copied after the latter, but there appears to be small justification for the claim. Aside from the four radial streets — which are inadequate in width, and, with the exception of State Street, lacking in significant location or termination — the Madison plan possesses none of the splendid features of L'Enfant's great plan for Washington. The excellent and well-differentiated street plan of the latter finds no true echo in Madison. There are here no open squares, triangles or circles at the intersection of streets, no reservation of fine sites for public buildings other than the Capitol, and, strangest of all, the lake fronts — the prime and only legitimate factor to justify the selection of Madison as the Capitol City — were ignored altogether so far as public utilization was concerned. As a matter of fact, the impulse to follow the plan of Washington was not an altogether sound one, for the narrow strip of irregular land in the Wisconsin wilderness, bounded by irregular shore lines at places less than a mile apart, called imperatively for a plan based primarily upon the peculiar topography, and not

# Plat of the Town of Madison



Compare with present plan of Madison in this report. Note the location of the Capitol, the differentiation in street widths, the use of diagonal streets, and the failure to reserve the lake frontages for public purposes.



for the mechanical and thoughtless application of a fixed geometrical scheme, no matter how excellent it might be. Tradition records that the plan of Madison was prepared on paper by a surveyor at a place distant from the city without a suitable survey and without any personal knowledge of the property. The character of the plan appears to support this tradition, for not only are grades generally ignored, and later on leveled down to suit the artificial street system, but the subdivision into lots was worked out in unfavorable ways — many of those on Lake Mendota being as much as four hundred feet in length, while some of those on Lake Monona are entirely under water. The original city plan of Madison in 1836, which is often praised by unthinking people, has little to commend it; and so far as marking permanently the individuality of the site for a distinctive city, it was a failure.

Another reason for an individual development of Madison is the fact that it is a college town, the seat of the State University. The State Constitution, following the precedent of the Territorial legislature, provided for a "State University, at or near the seat of State government." In 1848 it was duly incorporated and, while it was mismanaged and poorly maintained for many years, it has now become a leader among State universities, with a student body of nearly five thousand young men and women and an annual appropriation from the State which usually exceeds a million dollars. For the purposes of this inquiry it is pertinent to ask how far and in what ways has this great University placed its impress upon the city of Madison? Is the city's life, its plan, its appearance different because of the location of the University at this point? In answer it may be said that its life is different because the University of Wisconsin is noted for its extra-mural influence; not only in Madison but throughout the entire State; directly and indirectly, its power is felt to form and transform, to inspire and guide the common life. Whether this influence is more marked in Madison than in Milwaukee or any other Wisconsin city, except so far as it is the indirect result of the residence in Madison of the University's teachers, is open to question.

When we turn to the plan and form and character of the city as a city, to its appearance, its countenance, do we not find the contribution of the University confined practically to the University's buildings and grounds? Do we note any individual stamp upon

Madison as a result of the University's influence, better located and better built streets, finer city buildings, art museums, botanical, zoölogical and other gardens? Do we observe a more enlightened method of home-building than is common in other communities? Do we see the influence of higher education in the recreations of the people, in the theaters, in parks and playgrounds? Do we find noble statuary marking for all time the entrancing history of this fine old State and its steadily unfolding civilization? If not, must we not say that an opportunity has been lost to influence in deep and permanent ways the population not only of Madison, but of Wisconsin as a whole? Madison does not belong exclusively to the people who have the good fortune to live there. She is the fair daughter of the entire State, the shrine to which young men and women of the State come at the most impressionable period to secure adequate equipment for noble life and successful work. And because this is also the Capital City, the representative men from all parts of the State met here regularly to pass those laws upon which the welfare of Wisconsin rests.

Finally, people may also contribute in many ways to the individuality of the city. The character of the population of Madison from the very earliest settlement was somewhat unusual and might reasonably have been expected to express itself in unusual ways in city making. Many hardy pioneers from New England and New York settled here as in other parts of Wisconsin. Then, coincident with the State's admission to the Union was the German Revolution of 1848, which gave rise to a strong tide of migration hither. The Germans were followed by Scandinavians (chiefly Norwegians), Irish, English, Canadians, Bohemians, Poles, Dutch, Belgians and Swiss. Such immigrants from the Old World often bring traditions and fruits of experience in civic matters that are of value to the New World, and it was natural to expect in Madison some fresh expression of what was best in continental cities.

Here, then, in a marked type of topography and natural scenery, in the conscious establishment of a city for governmental and higher educational ends, in a varied, strong and virile population, and in a picturesque history, there were ample forces for the expression of civic life in a city of striking individuality, one might almost say personality. So far that expression has manifested itself only in subordinate and minor ways. In larger matters it has failed. As



University Drive, Madison.



a Capital City, Madison should possess dignity and even some restrained splendor; as a University City it should manifest a love of learning, culture, art, and nature; as a residence city it should be homelike, convenient, healthful and possess ample facilities for wholesome recreation. Fortunately, much of the opportunity in all three directions still stands open, and it is one of the main purposes of this report to show how the natural and adequate provision for the improvement of Madison will lead to a direct development of its individuality as a city.

#### MADISON AS A CAPITAL CITY.

Madison's main function is to serve as a State Capital. For that purpose it was selected, for that first settled, for that it should be planned and replanned, as new needs and changing conditions and rising standards require. This applies first of all to the State House itself, its setting and approaches; but it applies with equal force to those other features of the city plan that can only be appropriately developed through the power and coöperation of the State.

The State of Wisconsin is now erecting a new and fitting Capitol building which will cost six million dollars or more. Although it is many times the size of the first modest structure, the ground in which it is to be set is the same as that for the original Capitol. And outside of this one limited block of ground the State has taken no steps whatever to control or improve the surroundings to its great building or the approaches to it. This is not a wise and comprehensive way of making large public improvements. It gives the impression that while Wisconsin may build a dignified and appropriate Capitol, the State is too poor or too narrow in its views to surround the building properly and to treat the approaches to it so as to permit the great structure to be seen and appreciated at its true value.

The first need is to control the upbuilding around Capitol Square. At the present time, no special restrictions are placed upon this property, and yet it is of the utmost importance that not only the height but the architectural character of all buildings around this square should be reasonably regulated; not to such an extent as to interfere with the effective use of the property by private owners, and yet so as to protect the large interests of the public in this locality. Action should be taken without delay, for the demands upon these blocks

are now rapidly changing and the "sky-scraper," or other offensive structure, may be begun at any time.

The six blocks southeast of Capitol Square, between Main Street and Lake Monona, should be acquired by the State and added to its present property. Thus would be secured the additional land urgently needed as a setting for the Capitol, as sites for other public buildings which the increasing business of the State will soon require, and above all organic relation between the new Capitol and Lake Monona. I submit suggestive plans and sketches merely to show the wonderful possibilities that would be immediately opened up by the public possession of these six blocks, the filling in of Monona Lake front, and the logical and much needed improvement of the railroad approaches in East Madison.

While six blocks would have to be cleared for the execution of such a plan, no important buildings would be destroyed and the ground so secured need not remain idle. These blocks would furnish sites for at least six large public buildings. Just what these should be it is not necessary now to say. The two nearest the Capitol would undoubtedly be required at once by the State. The next two might be constructed with regard to the future needs of the State, but used in the meantime as private office buildings. The two building sites nearest Lake Monona might, perhaps, be most profitably used for semi-public purposes, one a really fine theater and opera house as a State educational feature, the other a much needed hotel with a situation that could scarcely be equaled elsewhere in Wisconsin and comparable in many ways to that of the Chateau Frontenac at Quebec. This scheme for the utilization of a portion of these blocks for public buildings is of great importance both economically and æsthetically; it is difficult to say which element predominates. It makes the whole plan reasonable in cost and thoroughly practicable. Running in front of these buildings and connecting them with the Capitol, and the Capitol with the lake, would be the Great Mall four hundred feet in width and nearly a thousand feet long.

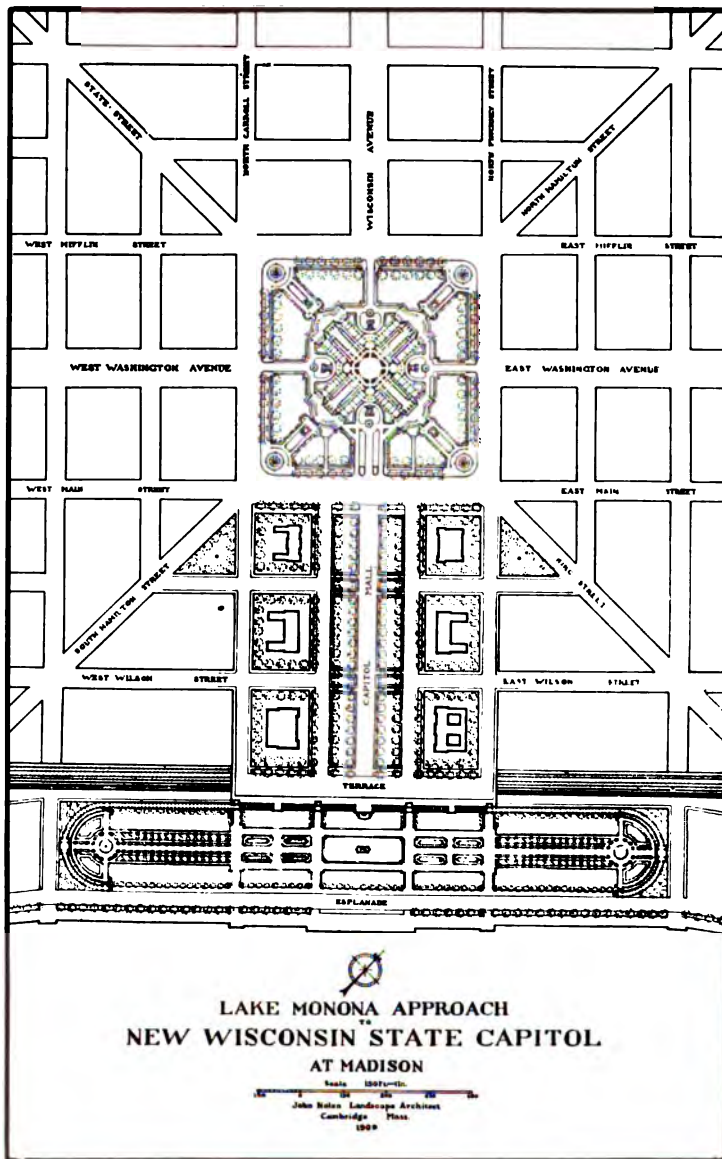
The Monona Lake Front improvement might very readily, and at relatively low cost, too, be better than anything of the kind that has so far been done in this country; in fact, when we consider the situation and size of the Capitol, the character of the proposed group of buildings and the exquisite natural beauty of Lake Monona,



State Street, Madison, as it is to-day.



State Street, Madison, as proposed.



it is not too much to say that this water-front esplanade, a mile and a half in length, might equal any similar development in Europe. The whole scheme presents an opportunity — granting the co-operation of the railroads and the city — which almost any other State in the country might envy; and if properly carried out, it would contribute more than any other one thing to the making of Madison a worthy Capital City for Wisconsin. Surely it would arouse enthusiasm throughout the State and win the financial and civic support of all the people; it would add just the element that is needed to make the new Capitol what it should be — the greatest permanent work of civic art in the State.

These changes would affect only the approach to the Capitol along what is now Monona Avenue. But all the other approaches are in some sense important, especially State Street; in fact, State Street, connecting diagonally as it does, the Capitol and University and the desirable residence section beyond, is probably the most used mile of street in Madison, certainly it is the most important. Here is an example of the short-sightedness of the planners of Madison as compared with those of the Federal City, for while Pennsylvania Avenue, Washington, a street of about equal length, connecting the Capitol and the White House, is 175 feet wide, State Street, Madison, is only 66 feet wide. Already, it is too narrow for the demands upon it, commonplace in character and steadily becoming more so. Is there any hope for improvement, except in State action? It is generally agreed that there is not. And are not the interests of the State vitally concerned in the width and appearance of State Street? It is generally agreed that they are. What, then, can be done? Clearly the State should widen State Street from the Capitol to the University and place such special restrictions as are necessary upon all new buildings to be erected thereon. The question immediately arises, how wide should State Street be? It might be desirable to make it very wide, say 150 or 200 feet, but on account of the present high value of the property and the shallowness of many of the lots, especially those near the Capitol, I am inclined to recommend that it be widened to only 100 feet. This width would make ample provision for a double tracking of electric cars (if cars are permitted to remain on State Street), for two vehicles to pass comfortably on either side of the tracks, and for a wide tree-planted sidewalk. It is also proposed to set aside as an open space

the triangle, midway between the Capitol and the University, bounded by Gorham and Broom Streets. With the power of excess condemnation, necessary in this case for the protection of the new frontages, I believe the State of Wisconsin could execute this great public improvement without much, if any, expense, and unless this action, or something akin to it is taken, State Street will remain the present unhappy example of a commonplace and inconvenient city street, notwithstanding its apparently permanent preëminence in location.<sup>1</sup>

But there are still other features of the city plan of Madison that can only be appropriately developed by the power and coöperation of the State government, features, too, that affect vitally the serviceability of Madison as a Capitol city. For example, the State should take whatever action is necessary, (1) to establish all the main thoroughfares of Madison not only within the present city limits, which are narrow, but more especially in those outlying sections which should soon form an integral part of the city; (2) to secure for public use either as highways or open spaces the most important lake frontages; (3) to inaugurate an equitable plan for the drainage and filling of all marsh land within or near the city limits.

Faulty as the original plan of Madison may have been, it had at least the merit of marking out definitely the main thoroughfares and in some instances, Washington Avenue, for example, of giving them adequate width. But what of subsequent action? Since the days of 1836, when the original plan was adopted, notwithstanding the new and increased demands upon the highways, no street of a width equal to that of Washington Avenue has been platted in Madison, and even West Washington Avenue itself, has been narrowed from 132 feet to 66 feet within five blocks of the State Capitol and there practically halted by railroad tracks. In addition to the approaches to the Capitol already mentioned, the State might very properly concern itself with such main thoroughfares as University Avenue, which should be extended at once so as to connect with West Washington Avenue; Monroe Street, Pennsylvania Avenue, Park Street, Lakeside Street, Jackson Street, Washington Street, and Regent

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<sup>1</sup> Many examples could be given from abroad and a few from this country to prove the soundness of this recommendation. In many places new streets are being cut through solidly built-up sections and narrow streets widened without great if any cost to the public.



Sketch of proposed Triangle on State Street, Madison. It would afford attractive and valuable sites for public and semi-public buildings, fronting on an agreeable open space midway between the Capitol and the University.



Avenue; with outlying roads like Verona Road, Middleton Road, Sun Prairie Road, and the other main highways of the future city, all of which are shown on the suggestive plan here submitted. These main avenues need to be looked upon as State roads; to be given continuity, adequate width, and appropriate development. Moreover, a policy should be adopted which would lead to the gradual abolition of all grade crossings on these and other important streets. The railroads have been allowed to cut mercilessly into Madison without regard to the protection of other aspects of city life, and the present locations, power and control of the railroads involve grave problems for the future. It is now scarcely possible to go a mile in any direction from the center of the city without crossing railroad tracks at grade; in some central situations there are as many as a dozen tracks in one place.

The State should likewise move promptly and energetically to acquire for public use the main water frontages of Lakes Mendota and Monona and, to some extent, Waubesa and Kegonsa, so as to form a veritable Four Lake District, connected throughout by convenient land and waterways and available for the general public. With the exception of street ends, two relatively short stretches of filled-in marsh land secured through the energy of the Park and Pleasure Drive Association, and the grounds of the University, the public is practically excluded from the use and enjoyment of the Madison lake shores. Comparatively few individuals possess and now monopolize one of the great natural attractions of Madison which should belong to society and upon the free use of which the welfare of society ultimately depends. I do not advocate the acquisition by the State of *all* the lake margins of Madison. But I do earnestly recommend that the Commonwealth acquire whatever is necessary to form a complete system of drives, mainly on the lake shores, and a liberal provision of water-front parks and open spaces and public landings. The reservation of the right of access to the shore which prevails at Newport, R. I., should be established at Madison.

State action is also called for in connection with the marsh lands. There appears to be no hope that they will be reclaimed in the right way and at the right times unless the State moves in the matter. Private individuals or the city cannot, unaided, compass so large an object. The result is that marsh lands within a few hundred yards

of the State Capitol remain to-day as they were when the Winnebagoes were seeking peltries in the Four Lake Region, except that now they have been rendered unsightly by the deposit here, there, and everywhere of the hideous and often unsanitary and unsafe debris, a practice which characterizes modern cities in the United States. To leave these marshes to the slow process of filling by present methods means not only to postpone indefinitely their redemption; it means also that much of the ground which they now cover will be occupied permanently by cheap improvements, whereas it might readily be formed into desirable residence sections or be utilized for public recreation areas now so greatly needed.

Madison will remain a city of only ordinary public convenience and appearance until the State embraces its opportunity and assumes its responsibility. There is as much reason for a State like Wisconsin to establish a model city as a model farm. No more possible is it for the little handful of people living in Madison now, or even the larger population likely to live there later, to make a worthy State Capital than it was for the people of Washington to advance that city to a respectable place among the nations of the world. The case of Washington is clear and convincing, and there is a strong analogy between the relation of the nation to the improvement of Washington and that of the State to the improvement of Madison.

The present beautiful city of Washington is not an accident. It did not just happen. To begin with, there was a good plan, the plan of George Washington and Major L'Enfant. But a good plan was not enough, as the history of Washington illustrates. The city remained for three-quarters of a century backward and undeveloped and unlovely, literally a national disgrace, until 1871, when a territorial form of government was established in which the nation participated. In the short space of the following three years, vast results in city-making were achieved. Miles upon miles of streets were graded and paved; the beautiful shade-trees which we now take so much pride in were planted, sewers were laid, railroad tracks removed from important streets, and many other things that had so long called in vain for attention now received it. A new era was begun. The credit for the execution of these great changes belongs mainly to one man, Alexander Robey Shepherd. He saw that the administration of the municipal affairs of Washington ought to be

tied more closely to the national government, the closer the better, and in this view he was strongly supported by President Grant. After enabling laws were passed and he was given a part in the newly established form of government, he proceeded with Herculean energy to carry out the original plan of Washington, to make retreat from that plan ever after impossible. What a debt we all owe to this intrepid civic hero, whose services, at first misunderstood or unappreciated, have recently been recognized by the erection in front of the new municipal building in Washington of a worthy monument! At its dedication, the Chairman of the Memorial Committee, Theodore W. Noyes, said, "Shepherd's ambition, his controlling, absorbing purpose, was to raise his native city from the dust and to place it in the position of honor to which as the National capital it was entitled. He burned with indignation at the sneers aimed by foreigners and other visitors at the despised capital at a time when, through the repudiation of national obligations and through the limitation of cramped local resources and ideas the city was a national reproach. He saw the scanty population of Washington's half-dozen straggling, wrangling villages staggering unaided under the burden of capital-making, broken down in the effort, helpless, hopeless. He saw the nation, which had in the beginning undertaken this task and then abandoned it to the feeble local population, watching with indifference the latter's struggle, and paralyzing local development by holding constantly over the city's head the threat of capital removal. He recognized the only means of revolutionizing these conditions, and he had the courage and the will to adopt this means and to follow it unflinchingly to success. The city was hemmed in, its development was checked, access to its heritage of national affection and pride was denied by obstructing walls built high through local shortsightedness and congressional neglect. Shepherd became a mighty battering ram leveled at these obstructions. In the crash of the collision this engine was for a time overturned and broken, but its work was done. The obstructing walls went down forever. They can never rise again."

The permanent upbuilding of Washington along well-considered lines was not absolutely insured, however, until the present form of government by commission was established in 1878. Thus the Washington that we know is the direct result of the work of the last thirty years, the period during which the National government

has frankly assumed its responsibility. Its control now rests in a municipal corporation administered by a board of three commissioners, two appointed from civil life by the President, and confirmed by the Senate, for a term of three years, and the other detailed by the President from the Engineer Corps of the army. Under this form of government, Congress appropriates fifty per cent. of the expenses, and the remaining fifty per cent.— amounting to about the usual tax in American cities — is assessed upon the taxable property and privileges of the District.

Whether the State of Wisconsin should assume some such special control over the city of Madison or whether its form of government should be changed at all, I am not qualified to say. But I am convinced from observation and study that a dignified and appropriate development of the city as a State Capital is impossible by a group of 25,000 people with very limited powers and an annual budget for all municipal purposes of less than a half million dollars. The larger financial resources, credit and authority of the State must somehow be secured.

#### MADISON AS AN EDUCATIONAL CENTER.

Madison is also a prominent center of higher education and that fact should have a profound influence upon the character of the city and its plan. The University of Wisconsin, located here, is not an isolated and detached institution of higher learning; it is the crowning achievement of a State-wide system of popular education. Moreover, its services do not terminate in the preparation of young men and young women; it has constant and vital relations with the State government and with every city in the commonwealth. This is no place for a description of its wide influence, its varied activities, nor its remarkable ideal, much of which has already been realized. The significance of the University with which we are now concerned is its influence upon the city plan of Madison. That influence manifests itself in two ways, in the development of the grounds and buildings of the University itself and in the establishment in Madison of forms, forces and expressions of science, art, and culture that must tend to differentiate Madison from all other cities of the State.

The University of Wisconsin is already the most important part of Madison, now occupying with its two score of buildings over 350 acres of land. This tract begins at the end of State Street and

stretches westward along the shores of Lake Mendota, over hill and dale and marsh, for a distance of a mile or more. But extensive as these grounds are, they are in no sense adequate, and as with the Capitol, so with the University, the new city plan should attempt to forecast future needs and to provide for them.

The most serious lack is that of garden and landscape development. A University, especially a State University devoted largely to horticultural and agricultural interests, should naturally recognize the scientific, practical, and æsthetic value of the beautiful, open-air laboratories that have proved so useful in other places. The University of Wisconsin should have a first-class botanical garden of at least 20 acres; a water garden and aquarium; a good-sized arboretum, say, 200 acres (the Arnold Arboretum in Boston has more than 200 acres); a University forest of from 1,000 to 2,000 acres (the Harvard forest contains 2,000 acres); a summer engineering camp on the shores of Lake Mendota; and a University pleasure garden, as large, for example, as that of Worcester College, Oxford. The location of many universities is such that these features must now be provided at a distance from the University or not at all. But the University of Wisconsin is at present happily situated on the border of open country, farm land and forest. This adjacent property could now be purchased in great tracts at relatively low cost and the University and the people of the State thereby secure the inestimable advantages of a centralization of collections and of opportunities for instruction; and at the same time make the State Capital a far more important center for uplifting pleasure, education, and culture. It is my opinion that the State of Wisconsin could make no better investment than would be represented in the acquisition at once of several thousand acres along the shores of Lake Mendota, immediately west of the present boundary of the University, carrying its line all the way to Eagle Heights. Such a reservation would be justified under the new policy of the State with regard to State parks, as well as on other grounds. By securing this property early, very large sums of money could be saved, the existing fine growth of native trees preserved, and a consistent policy of development adopted that would within a decade increase many fold the service that the tract might be made to render to the people of the entire State. While such an acreage would be small compared with that of Leland Stanford University and some other American universities, it would

greatly surpass the older universities of the Eastern States, which are cramped by the narrower ideals of the scope of higher education which prevailed when they were established. Wisconsin should shake herself free from such limitations; she should not voluntarily accept such handicaps; she should promptly and boldly take a stand for a larger view of education and support it by establishing the broader physical basis which must sooner or later prove indispensable.

In addition to the development of the University itself, Madison should become more and more of an educational city through the establishment therein of the various forms, forces and expressions of science, art and culture. In Europe, every kingdom, petty principality or dukedom has its capital city embellished with splendid palaces, spacious gardens, museums, wide streets, art galleries, fine sculpture, theaters and opera houses. Such embellishment has proved a source of new wealth, and it is well known that travelers spend millions of dollars a year in visits to these cities, thus justifying in another way the wisdom of the European city makers. A capital like Budapest, for example, has, in addition to the Academy of Sciences, the Museum of Industrial Arts, the Museum of Fine Arts, the Ethnographic Museum, the Museum of Antiquities and Natural History, the Technological Museum, the Museum of Traffic, the Educational Museum, the Geological Museum, the Commercial Museum, and the Agricultural Museum. The last mentioned, which would be of great value to a State like Wisconsin, contains an extraordinary series of studies in agriculture, in stock-raising, in forestry, and in mining. In a recent address in New York City, Governor Hughes said: "We want to have prosperity, but in order that prosperity and material gain shall not prove a curse instead of a blessing, we must do all we can to promote the refining influences of life — proper means of recreation, wholesome enjoyment, the cultivation of those capabilities for delight and pleasure which alone make the gains of prosperity a blessing to the human soul."

There is no question that the business success and commercial wealth of Wisconsin will soon seek to express itself more definitely in art and the higher forms of education, and the most natural outlet for this expression will be the city of Madison, the permanent seat of government and education. This spirit may be expected to show itself in a variety of ways. It will be seen in new and practical

applications of engineering science to the construction of streets, bridges, and all other forms of public works. Architecture certainly will be strongly influenced because of its intimate relation to everyday life. "Among the arts," wrote Charles Eliot Norton, "the one that has alike the closest and the widest relations to the life of a people — to its wants, habits and culture — and which gives the fullest and most exact expression to its moral disposition, its imagination and its intelligence, is that of architecture." Museums, libraries, public gardens, parks and beautiful natural scenery will also be among these new educational forces and, it is hoped, the theater, whose claims for public support are at last beginning to be recognized in this country. The true aim of the theater and of the University, as has recently been pointed out, is substantially the same, viz., to develop man's powers as a social being and to counteract, rather than copy, the defects in the civilization of the day. Percy Mackaye, a forceful leader of public opinion on all questions related to the theater, has recently said that "in regard to our drama, there can be no sounder, no more enlightening conviction than this truth: that by whatever name we choose to call it, the influence of our theaters is a colossal, a national influence in forming the taste, the moral will, and mental capacity of our people. Whether we know it or not, our theaters are supplied in passion, imagination and delight with means of appeal far more potent than any possessed by our schools and colleges; and whether we like it or not, night after night, year after year, our theaters are educating our people, by the millions and tens of millions. The question is, Shall the theaters educate these millions right or wrong?"

The city plan of Madison will fail in one important point if it neglects to consciously conceive of this city as an educational and art center, one that should provide adequately for the expansion of the University and for the many fine and varied expressions of art and culture in the city itself. Education will thus contribute toward making Madison a model city and Madison in turn as a city will become one of the greatest educational forces of the State, for art is not only the flowering of civilization, it is also its seed.

#### MADISON AS A PLACE OF RESIDENCE.

Closely associated with and in some respects resulting from Madison's development as a governmental and educational center, is

Madison's advance as a residence city and summer resort. Yet Madison's main claim as a place to live in or a place to visit rests upon the beautiful lakes and the achievements in park making of the Park and Pleasure Drive Association. These lakes and parks have heretofore given Madison a place of high distinction among residence cities of the Middle West, a place it cannot continue to hold, however, without a radical change with regard to future civic improvements. While the city was small, the natural, unspoiled beauty and charm of the site counted for much, and the public parks and drives, although limited, were effective. Now, with the growth of the city, the situation is rapidly changing. The lake shores are becoming more and more built upon and less and less available to the public; railroad tracks and crossings, poles and overhead wires, are all steadily increasing; street trees are rapidly deteriorating, and more and more unsightliness appears on every hand. As a beautiful city, Madison has a tendency at present not upward but downward, because the changes noted above are not counteracted by a constructive civic policy leading to better railroad approaches, better-looking streets, finer residence sections, more parks and playgrounds, in fact, better city planning. It is time to recognize that one important element in Madison's prosperity is its beauty; indeed, if the broad and true meaning is given to the term, the most important element within the control of the people.

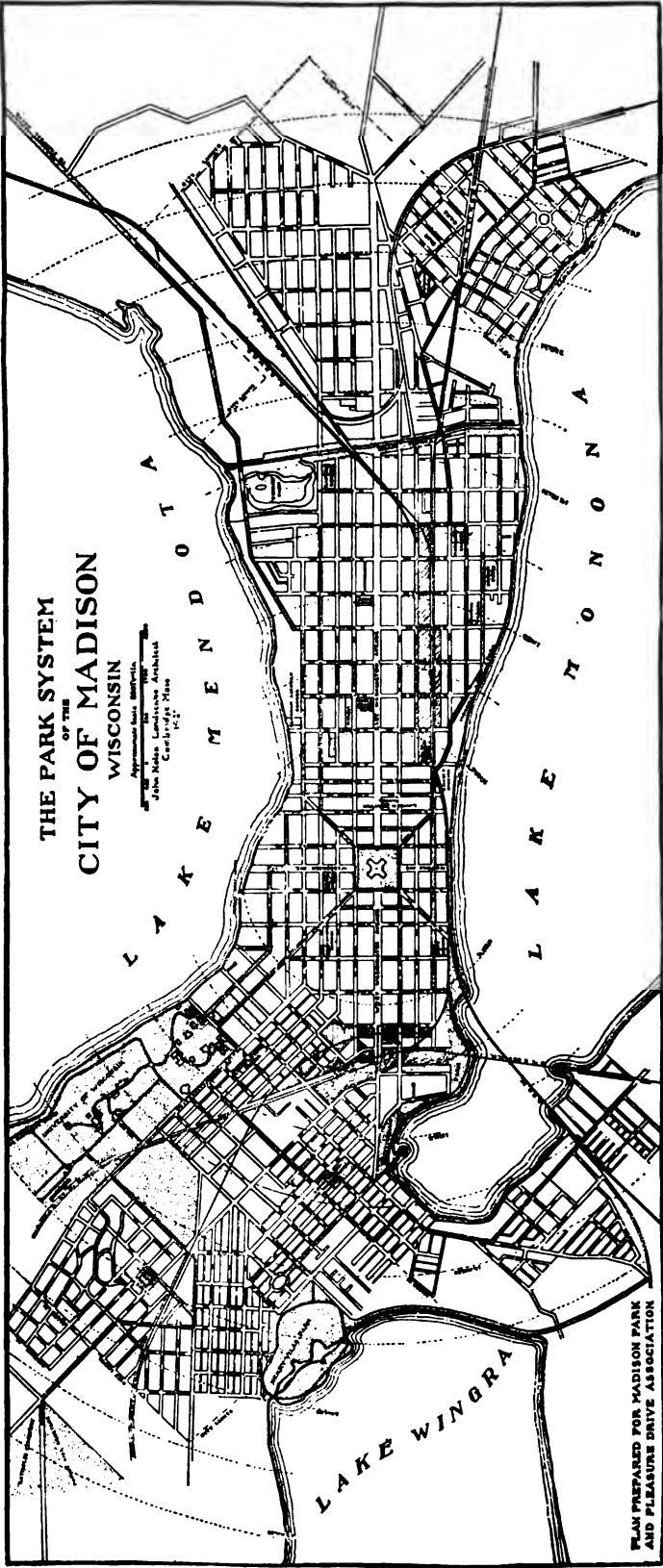
The railroads appear to be the most serious influence in Madison's unmaking. Their approaches both in East and West Madison are inconvenient and ugly, their yards are located too near the center of the city, their tracks occupy what was once a particularly beautiful stretch of lake shore, even crossing an arm of the lake in South Madison. The railroads also run through the grounds of the University. Within two miles of the center of Madison the three railroad companies have branched out so as to form nearly a dozen different railroad entrances to the city with all the accompanying objections and dangers. Little if any care seems to have been taken to do away with grade crossings; indeed, in some locations (as at Mills Street) where the topography made the elimination of the grade crossing easy and natural, the street was actually filled up to the level of the railroad. No one who studies or carefully observes the cities of the United States, can fail to be impressed with the irreparable harm and financial loss due to the reckless fashion in which



A thoroughfare, 175 feet wide, through a Boston suburb—A model for the treatment of University Avenue, Verona Road, Sun Prairie Road, and other outlying highways of Madison.



Street Trees, Washington, D. C., an example of what may be done when trees are planted and maintained by the city.



The present park system of Madison comprises 150 acres of improved parks, several small playgrounds, and 25 miles of pleasure drives, all created through the activity of the Park and Pleasure Drive Association. This association has raised for park purposes, by small voluntary subscriptions, nearly \$250,000, an average of \$15,000 a year for 17 years.

city councils and State legislatures have given the railroads apparently whatever they asked for, a policy which still prevails in many places, and which undoubtedly has been one of the chief causes of wholesale city corruption and municipal misgovernment. And the railroads, on their part, through selfishness and greed, have exacted from cities locations and privileges which make now a decent development of many of these cities well-nigh impossible. Railroads are important and should be conveniently and adequately provided for; more so, in fact, than heretofore. No one questions that. But a comparison of the plans of American cities with those of Germany or other countries will show in what different ways this provision can be made. Just as soon as we get seriously to work to secure order and safety and convenience in the cities of the United States, we shall realize how formidable are the problems which the railroads present.

With a view to correcting the evils of the railroad approaches in East Madison, a plan was prepared a year ago, providing for a union station for the Chicago, Milwaukee and St. Paul, and the Chicago and Northwestern (now located across the street from each other), the elimination of the grade crossings in that neighborhood, and the restoration of the Monona Lake front to the people. Since that time, the Chicago and Northwestern line has begun the construction of a new station which, no doubt, as a building, will be an improvement on the old shack, but which is being erected in the same location with but little improvement of the surroundings or of the general facilities for the public. The railroad situation in Madison is not hopeful from the point of view of the city, but the city and the State should do all that is still possible to secure relief from the present almost intolerable conditions.

Better-looking streets is another urgent need of Madison. Except around Capitol Square, there are no wires underground. Elsewhere, on State Street, on the main business streets, in the principal residence sections, surrounding the parks, nearly everywhere, unsightly poles and wires appear in profusion. Some way should be found to remove gradually poles and overhead wire from the streets of Madison. It is folly to reply that it is impossible, when La Crosse, a small city, accomplished it, unaided, a decade ago.

The removal of the poles from the streets would prepare the way for a better method of planting and maintaining street trees.

At present the trees in the streets of Madison are not under public control and every attempt to place them there has been defeated in the city council. Seldom does one see even a single well-located, well-developed street tree and never a row of good trees a block long. Madison — and it is true of Wisconsin generally — holds tenaciously to individual rights and is even less willing than cities in other parts of the United States to place the care of the street trees in the hands of a properly constituted public body. It seems unnecessary to state so obvious a thing as the value of good trees in city streets, or the impossibility of getting good street trees under individual control.

The history of the Madison Park and Pleasure Drive Association is pleasant reading to any one interested in the improvement of cities. Under the inspiring and compelling leadership of John M. Olin, this Association has established a world record. With steadily increasing success, he has succeeded in seventeen years in collecting in Madison, in small voluntary subscriptions, an average of twenty thousand dollars a year, making in all a total of a quarter of a million dollars. He has also succeeded in having this work organized with all the effectiveness characteristic of the best private business and directed from the beginning by specially qualified men. As a result, Madison has to-day in Tenney Park, Henry Vilas Park, Brittingham Park, the Yahara Parkway and the Lake Shore and other drives, a series of beautiful pleasure-grounds, many of which were unsanitary and unsightly marsh land. It is no small achievement to bring about such a result, to acquire for one's own city for all time, 150 acres or more of well-located, well-developed park lands, with a score of miles of pleasure drives in addition, and to do it not by a few large gifts, but by awakening the civic pride of a body of citizens a thousand strong, each ready to give systematically and generously from the limited means at his disposal. Praise should be accorded in unstinted measure to Mr. Olin, to his faithful associates on the Board of Directors and to the large body which has given him the indispensable moral and financial backing. There is a place in city betterment, a permanent place, for voluntary action. It must be depended upon in the future, as in the past, to make experiments, to act in advance of general public opinion and to supplement public action in fields that lie somewhat outside. But if such voluntary work leads to confusion of thought as to

where responsibility ultimately rests, if it is relied upon after the period of experimentation is past, if it is looked upon as a substitute for public action instead of a supplement, it may do more harm than good. Sooner or later, Madison must realize, as other cities have realized, that large and permanent results are possible only through the regular machinery of the city government. Democratic ideals of city life should make citizens unwilling to accept the benefits of public improvements without contributing their share toward the expenses that are necessarily involved.

A city park system cannot be made by private efforts, no matter how persistent, well-directed or generous they may be. The power and purse of the public are needed. The history of Madison's parks proves this. Fine as the result is, it is altogether inadequate and the work now moves haltingly. The city of Madison, acting through its council, at first gave no support whatever to parks and now gives a small support unsystematically, uncertainly and grudgingly. Parks in Madison are not now prospering as they should and a radical change of policy is called for. The two greatest needs are the creation of an official Park Commission and the frank recognition that the acquisition of park lands cannot be met from current income but must be provided for by bond issues.

No better illustration could be given of the making of a park system by a small city, working through an official board, than the recent experience of La Crosse, a city the size of Madison. Two years ago, there were no public parks in La Crosse, and no park commission. It is less than a year since the actual work of park construction was begun. Yet to-day La Crosse has the substantial framework of a comprehensive park system that is equaled by few cities of the same class. This result, it is true, is due to the happy concurrence of a number of influences, but one of the principal is the fact that the main reliance from the beginning was upon public action and public support. The people were taken in on the ground floor, so to speak, and made to feel that the work was not only to be for them, but was to be done by them. The parks and playgrounds were put in exactly the same class as the public school and the public library, and in renewing the appropriation, the members of the city council showed that they looked upon them in this way. In the case of La Crosse, and it would often be the case

elsewhere, generous public action has been supported and supplemented by generous private gifts.

Next to the call for an official park commission in Madison is the need for understanding the right relation of bond issues to the acquisition and development of a park system. President Taft said recently, "I think that men sometimes overdo the business of meeting what ought to be distributed expenses out of current income. I think there is good reason for issuing bonds for those improvements that are to be permanent, and not to spend current income for them. Sometimes it takes as much courage and involves as much real public interest to issue bonds for a purpose for which bonds ought to be used as it does to pay as we go." This sound statement of the President has direct application to Madison. Such a system of parks as Madison should have would probably cost for land and permanent improvements in the neighborhood of \$300,000 and a bonded indebtedness for such a sum would be justified fully. This would mean, on the basis of the present population, only ten dollars of park bonds per capita, which is below the average for cities the country over. Ten dollars per capita with interest payable in twenty years would not be a heavy burden. It would be more than likely to prove a good investment, warranted by financial as well as other returns, and the dividends to the second generation would be larger than to the first, and to the third, larger than to the second. Park lands for Madison will never cost less than to-day; once bought, they will steadily increase in value, and the experience of many cities, Madison included, proves that parks often more than pay for themselves.<sup>1</sup> I know of no instance where a city regrets well-considered purchases of park land.

Madison like other cities should aim not at a series of detached or isolated parks, each separate from the other, but at a park system. Just as the city has a school system, a connected street system, a sewer system and a water system, so it should have a park system. Such a system should provide for each section of the city, for each class of the population, for each proper but varying taste. East Madison, for example, needs parks as much as South Madison or any other section. Children and young people and

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<sup>1</sup> See *Madison Parks as a Municipal Investment*, published by Citizens' Committee in 1909.

the working classes should be much more fully provided for. Then convenient and agreeable parkway connections should be made, not merely ordinary streets taken and marked boulevards. That action of itself renders them not a whit more attractive. If they are to serve the new and larger demands upon them, these streets must be freed from nuisances, properly planted with good trees, and in some cases widened. Before it is too late, Madison's measure for parks should be taken. Comparison should be made with the park systems of such progressive cities as Hartford, Kansas City, Brookline, Harrisburg, and Oklahoma City. It should be asked what are the present park requirements of Madison? What will the future requirements be? These questions need to be seriously put and answers to them attempted. At the present rate of increase, according to the opinion of an expert engineer recently employed by the Water Department, Madison, in 1925 will have a population of 50,000, and in 1940, but thirty years from now, 100,000. If these figures should prove true — and they are likely to be exceeded — how many acres of parks would this larger Madison require and justify? Certainly, the present acreage must be increased many fold. Where is unplatted, unimproved and inexpensive property to be had even now? Will it be easier or cheaper to get it in 1925 when Madison has 50,000 population or in 1940 when it has 100,000 or more?

The present parks of Madison should be looked upon merely as a nucleus. They are satisfactory little neighborhood parks, but fail altogether as a park system. What, then, are Madison's park requirements? Madison needs especially some small centrally located open spaces or squares, a series of playgrounds, at least one large park and a system of connecting parkways or parked avenues. Toward this end, I propose for consideration the acquisition of land in the neighborhood of the railroad stations in both East and West Madison; the triangle at State and Gorham Streets already referred to; lake frontages at the foot of North Hamilton and South Hamilton Streets; a generous park about the size of Tenney Park at the Lake Monona end of the Yahara River; the remainder of the block on which Kendall Field is located with perhaps another full block of marsh land adjoining it; all the low land situated between Mills Street and Park Street, the Chicago, Milwaukee and St. Paul tracks and Washington Streets; and a really large park, say

500 to 1,000 acres around Lake Wingra connected with Henry Vilas Park and completely encircling the lake.

Open squares or plazas near the railroad approaches to the city would contribute much to both convenience and beauty. The proposed triangle fronting on State Street between Gorham and Broom would be an ornamental space of inestimable value, adorning the city's main thoroughfare, and affording an open center for fountains or monuments, and attractive sites round about for a number of important public and semi-public buildings. It might be to Madison what Copley Square is to Boston, in fact, more, for it has a much more significant location. North and South Hamilton Streets, as short diagonals leading directly from the center of the city to the lakes, the former to Lake Mendota, the latter to Lake Monona, offer still at their lake ends unusual opportunities for public water frontages which should not under any consideration be lost. In neither case is there yet any development or building to make their acquisition difficult or expensive. The same may be said of the Wisconsin Avenue street-end on Lake Mendota which on account of its unusual width and height above the lake invites the construction of a stone or concrete terrace as an outlook point. The mouth of the Yahara River is, fortunately, still an open opportunity for a park in East Madison comparable to Tenney Park. Kendall Field, as it is now, is too small for a playground, except for little children. A large field in this neighborhood is needed. It could now be extended to include the entire block from Ingersoll to Brearly, or better yet, to Patterson, and from East Washington to Mifflin. The low land between Mills Street and Park Street is by far the most favorable opportunity to secure a large and satisfactory playfield in the western end of the city for high school and other sports and games. This is an ideal location and the conditions are such that unless the city takes the land it is likely to be developed in a cheap and undesirable fashion. A good-sized lot could also be had on the south side of University Avenue near Gilman. The best location for a large city park is open for discussion, but there is certainly much to be said in favor of Lake Wingra and its environs. The lake itself is a beautiful little body of water, and while some of the land around it would require filling later on, there is much high and sightly and well-wooded property. The ineffable charm of Henry Vilas Park, the most beautiful of Madison's pleas-

ure-grounds, gives a foretaste of what might readily be done with a larger tract in the same neighborhood. There would be no need for expending much money for immediate development, but as the city's wealth and population warranted it, improvements could be made.

These additions, or something like these, to what Madison already has, would enable the city to meet the present demand and provide reasonably for the future. Are arguments needed for a better provision for outdoor life and outdoor sports in Madison? No one questions that they make an indispensable contribution to the legitimate pleasure of life, to health, to the checking of disorder and crime, to the preparation for adult life and to the formation of character. "They have the direct effect of giving a large amount of intense and innocent pleasure, and they have indirect effects which are still more important. In so far as they raise the level of physical strength and health, and dispel the morbidness of temperament which is so apt to accompany sedentary life and a diseased or inert frame, they contribute powerfully to lasting happiness. They play a considerable part in the formation of friendships, which is one of the best fruits of the period between boyhood and mature manhood. Some of them give lessons of courage, perseverance, energy, self-restraint, and cheerful acquiescence in disappointment and defeat that are of no small value in the formation of character."<sup>1</sup>

But of even more far-reaching influence than parks and playgrounds are the city plan and the method of city extension. In Europe city making means a sensible city plan, a convenient arrangement of streets; orderly railroad surroundings; a skillful public utilization of water-fronts for both business and pleasure; beautiful open spaces in the most congested business and residence sections; proper housing; the suffusion everywhere of beauty with use. Thus beauty and opportunity for health and recreation are wrought into the very structure of the city, the very life of the people; they are not on the surface, merely decorative and occasional—they are organic. European city builders, supported by city authorities, consider that this sort of beauty is essential to the completeness of their work. Until it is secured, public works may be useful, but they cannot be satisfying or enduring. "The demands of beauty are in large measure identical with those of efficiency and economy

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<sup>1</sup> W. E. H. LECKY.

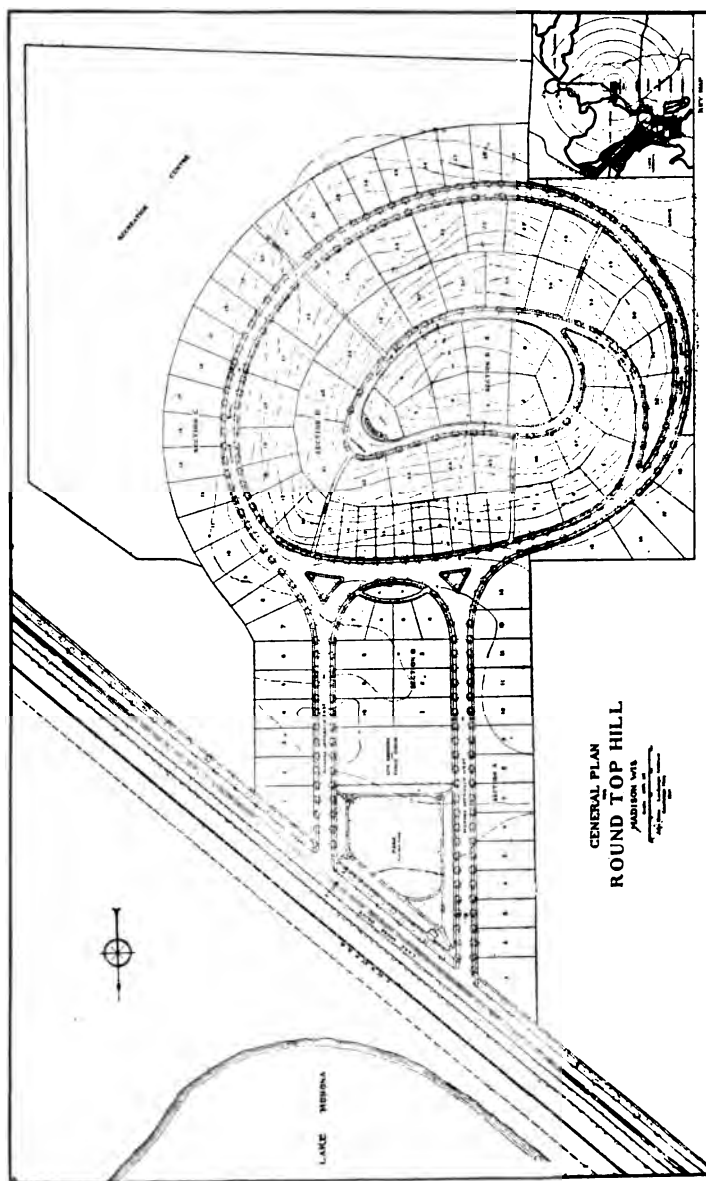
and differ merely in requiring a closer approach to practical perfection in the adaptation of means to ends than is required to meet the merely economic standard. So far as the demands of beauty can be distinguished from those of economy, the kind of economy most to be sought in the planning of cities is that which results from seizing instinctively, with a keen and sensitive appreciation, the limitless opportunities which present themselves in the course of the most rigorously practical solution of any problem, for a choice between decisions of substantially equal economic merit, but of widely differing æsthetic quality." <sup>1</sup> In the United States, in contrast to the practice of Europe, towns and cities have not yet sought diligently this type of beauty. At best they have been content to relieve the ugliness and sordidness of their daily city surroundings by the establishment here and there of parks, usually in the distant outskirts of the city requiring a special journey to see and enjoy.

The most important features of city planning are not the public buildings, not the railroad approaches, not even the parks and playgrounds. They are the location of streets, the establishment of block lines, the subdivisions of property into lots, the regulation of building and the housing of the people. And yet, the decision with regard to these matters is too often left without effective regulation to private individuals. That these individuals are often lacking in knowledge, in taste, in high or even fair civic motives; that they are often controlled by ignorance, caprice and selfishness, the present character of American city suburbs bears abundant testimony. The law recently adopted in Wisconsin which gives city councils control of the platting of all property within one and one-half miles of the corporate limits is a move in the right direction and is especially needed in view of the over-contracted limits of most Wisconsin cities.

City officials in Madison and elsewhere in Wisconsin, especially in Milwaukee, are now beginning to give attention to these important phases of city planning. Streets are at least occasionally located with regard to the lay of the land, and their place, width and character fixed according to the demands likely to be made upon them. The sizes of blocks are regulated according to the uses to which the property within those blocks is to be put, and the housing of the people, more particularly those of small means, is at least

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<sup>1</sup> FREDERICK LAW OLMTED.



Round Top Hill is an illustration of the better methods of land subdivision recently adopted by Madison.



recognized as a matter of great public moment, one that affects intimately the health, the civic pride and the moral life of the entire community. The housing in Madison is far from satisfactory, even in some well-to-do neighborhoods. The lots are narrow and often too deep for an economical use of land, and the houses so close together that a visitor recently remarked that there is only room enough between them for a dog to chase a cat. The attention that is now being given these matters is encouraging but to be fruitful it must be increased. Public regulation and control must also be greatly widened and strengthened. Even the so-called "zone system" of the German cities, adapted, of course, to American conditions, is not too much to expect. This system of differentiated building regulations establishes the boundaries of industrial, residential and other sections, and is usually of even greater value to the individual property owner than to the community as a whole, imparting stability to real estate values, homogeneity to neighborhoods and protection from nuisances. Such regulations must sooner or later prevail in American cities even if they interfere with property rights. "Ordinarily and in the great majority of cases," said Mr. Roosevelt in his Sorbonne lecture, "human rights and property rights are fundamentally and in the long run identical, but when it clearly appears that there is a real conflict between them, human rights must have the upper hand, for property belongs to man and not man to property."

The solution of the problems presented in this chapter, the normal problems of a modern American city, will require patience, good citizenship, liberal expenditure and the use of all the skill and experience in city making and city administration that can be assembled from near and far. But no one who knows Madison and the Wisconsin way of using skill, experience and foresight can fail to believe that there is a latent power in the population that if successfully drawn upon would surmount all difficulties and make Madison a model city, the hope of democracy.

#### THE FUTURE CITY OF MADISON.

What are the general conclusions and recommendations that may be sorted out as of supreme importance for the future city plan of Madison. They are:

(1) To pass suitable laws for the protection of the surroundings of the State Capitol.

(2) To acquire the property between Capitol Square and Lake Monona and adopt an appropriate plan for its development.

(3) To widen and improve State Street from the Capitol to the University.

(4) To establish, widen and improve the main thoroughfares in and near Madison.

(5) To secure for public use the most important lake frontages with a view to the formation of a Four Lake District of parks and parkways.

(6) To inaugurate a plan for the redemption and use of all marsh land within or near the limits of Madison.

(7) To forecast the future needs of the State University and more adequately provide for them.

(8) To bring about the improvement of the railroad approaches to the city and the gradual abolition of grade crossings.

(9) To adopt a better method of locating and improving streets and making land subdivisions.

(10) To remove from the public streets all wires, poles and other obstructions.

(11) To pass a shade tree ordinance providing for the systematic public planting and maintenance of street trees.

(12) To organize the park work of Madison under a new park law.

(13) To take the existing parks of Madison as a nucleus and by supplementing them with small open spaces, larger parks and parkways, as already outlined, make a well-balanced park system for the future.

(14) To provide playgrounds and large school grounds in every residence section of the city.

(15) To adopt regulations for the control of all buildings so as to differentiate neighborhoods and protect real estate values.

(16) To consider methods of improving housing, especially for people of small means.

(17) To investigate and report upon city finances for Madison as regards bond issues, current taxes, and the relation of the city to the State government.

This list briefly summarizes the report and presents for considera-

tion and action the main points in the programme for the improvement of Madison. It is a long programme, yet it contains only recommendations which must sooner or later be taken up. While it is a programme calling for some large expenditures, it is also a programme that would result in large economies. Successful action is dependent upon the coöperation of the State, the railroads, private individuals and the city. The responsibility for the first seven points, however, rests mainly with the State, and of the last ten points, mainly with the city. Probably no far-reaching changes can be effected without a permanent city plan commission, such as a recent act of the legislature provided for, with power and funds to investigate, study and execute comprehensive plans of improvement.

In estimating the size and difficulty of these undertakings, the achievements and programmes of other cities and States should be considered. More than fifty cities in the United States have begun comprehensive improvements on a large scale. Madison cannot hold even its present place by present methods. Cities are as definitely in competition as individuals and a new standard of city making has been set. Any city which hopes to advance must accept this new standard and find ways and means of applying it to local conditions. No better illustration could be given of the frank and whole-hearted acceptance of this new city standard than that of the recently published plan for Chicago. It is big, broad, far-seeing. Fortunately, too, a careful investigation of its legal aspects discloses its practicability. It appears (1) that without any additional legislation many of the recommendations of that plan can be adopted and practical steps taken to carry them into effect; (2) that the Illinois legislature has ample power to grant either to the city or to other governmental agencies such additional authority as may be necessary to carry out all of the recommendations of the plan as fully and as rapidly as may be found wise; and (3) that additional authority, and especially a substantial increase in the local bonding power, is essential to the effective accomplishment of the most important of these recommendations. "It remains for the people of Chicago, through their legally constituted representatives, to decide upon the wisdom of the suggestions and to adopt them in the order of their relative importance and availability. The necessary funds can no doubt be obtained as rapidly as it can be clearly

shown that their expenditure will result in real advantage to the individual citizens who constitute "the public," and upon whom rests, directly or indirectly, the burden of expense. In the last analysis it must be clear that a community which makes wise expenditure for public works not only imposes no real burden upon private property, but increases the value of all private property within its limits. Such a community should be given adequate authority to levy taxes and incur debt, subject always to such intelligent supervision of expenditures as will effectively guard against extravagance and waste. Certainly, any limitations upon a progressive municipality should be broad enough to make it possible to undertake such public enterprises as are recommended in this plan. The legislature of Wisconsin, ever forehanded in matters related to the public welfare, has already acted favorably upon joint resolutions which, if finally adopted by the people, and incorporated as amendments to the State Constitution, will provide all the power necessary for effective action by both State and city.

As a matter of fact, the most ambitious proposals for American cities in no wise equal the actual achievements of the cities of the Old World. All that we are beginning to think of doing here has been for decades realized fact in European cities. Thus there is in Europe, especially in Germany and Switzerland, better provision for city life, for business, for health, for pleasure. Consider, for example, the lake cities of Switzerland, especially those that are capitals of cantons or seats of universities. They offer a suggestive comparison for Madison. Do they not present a perfectly practicable ideal of what Madison might readily be? Lucerne, Lugano, Constance, Zurich, Neuchâtel, Lausanne, Geneva,—these and other Swiss cities may be named as an inspiration and guide for Madison. Examine their city plans, their city ordinances, or better still, walk their streets and public places. Without exception, we should find a happy development of lake frontages for public use; a rational street system; a freedom from nuisances; a wise regulation of railroads and private buildings; the careful planting and protection of street trees; an abundance of recreation areas and public gardens; practical and beautiful sites for public buildings, art galleries, museums, and music halls; comfortable and sanitary housing, and withal a prudent anticipation of future needs. Take any city at random and see the list and character of its attractions in a Baedeker guide-



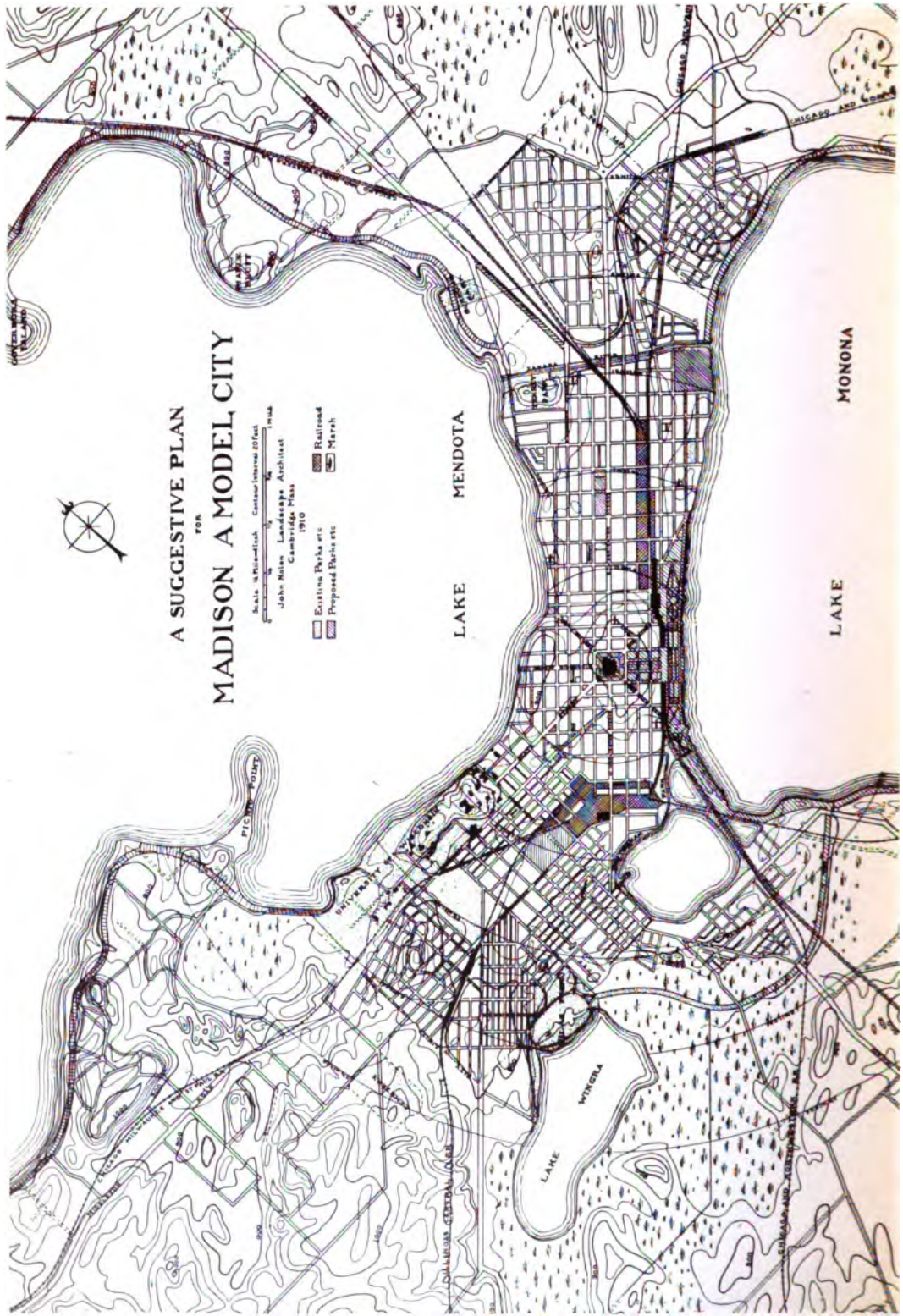
The New Union Depot at Washington, D. C., an appropriate gateway for the National Capital.



Lake Front Treatment, Lucerne, Switzerland.







A SUGGESTIVE PLAN  
FOR  
MADISON A MODEL CITY

Scale: 1 inch = 1 mile  
John Nolen, Landscape Architect  
Cambridge Plans  
1910

- Existing Parks etc
- Proposed Parks etc
- Railroad
- Marsh

LAKE MONONA  
LAKE KEGONSA  
LAKE KEGONSA

book. They are of the highest order and almost innumerable. Yet they include little that Madison may not possess. In a recently published volume, Frederic Harrison, the English critic and essayist, has given apt expression to the charm and achievements of some of these Swiss cities. He says, "I hold Zurich, Basle, and Geneva to be the model cities of our age — the fine type of what cities will one day be in a regenerated age — the true type of civic organization, having sites of rare beauty and convenience, spacious streets and avenues, noble public walks and gardens. . . . Of them all, I hold Geneva to be the finest type of a rational city that Europe possesses. Its modest population of about 120,000 is as much as is needed for high civic life. Its wonderful site, astride the most beautiful rushing river in our continent; its calm and spacious aspect at the mouth of a grand lake large enough to look like an inland sea, and yet not so broad as to cease to be a lake; its superb view of the snow chain of Mont Blanc; its beautiful gardens, bridges, and promenades; its history of two thousand years, its intellectual and spiritual memories of four centuries; its record as the asylum of the oppressed; its ingenious and studious people — all this makes Geneva the very model of a true city. A true city, where, as in Athens, Florence, Venice, Antwerp or Ghent, of old, men can live a wholesome civic life, not in huge amorphous caravansaries such as London, Paris, or Berlin — not in suffumigated barracks such as Manchester, or Lyons, or Glasgow — but in a beautiful, well-ordered, free, organic city."

Of all the cities in the United States, it appears to me that Madison has the best opportunity to become in the future a city of this type; a model modern American city. It has the site, the environment, the climate, the population, the high civic spirit, the traditions, the permanent attractions of government and higher education. It lacks only the increase of wealth and population which time will certainly bring, the coöperation of various public bodies, and a well-considered plan of city making which it is the purpose of this report to at least inaugurate. It is, therefore, within the power of the people of Wisconsin to make Madison in the future what Geneva is to-day, — a beautiful, well-ordered, free, organic city.



**VIII. EXISTING CITIES**  
**HOW THEY MAY BE REPLANNED**



## REPLANNING EXISTING CITIES

**T**HE first step in the replanning of towns and cities is a careful study of the underlying conditions, physical, business, and social conditions; a study that is often termed in England "a city survey." Whether a survey of such conditions or, indeed, the preparation of the plan itself, should be undertaken by private or public authority, cannot be answered dogmatically. Local circumstances may usually be left to determine this question. Such work is undoubtedly public work and yet the appreciation of its need and value is apt to arise at first in a comparatively small group of persons, often a group not entrusted with public power. All the reports and plans in this volume were made for voluntary organizations of public-spirited citizens who believed that in this way they could contribute to the public welfare. The movement for city planning is thus following the precedent of other movements, for with but few exceptions advances in the United States have first been undertaken by private individuals or organizations, and first paid for by private funds. The landscape architect or city planner is apt to begin his work for a city with a request for a topographical map. He finds, almost invariably, that there is no such map. If a park is to be laid out, a private place, or oftentimes even a garden, a topographical map, giving exact information as to the form and shape of the ground and other physical data, is, in most cases, considered indispensable. Yet, for a city, with conditions far more complex, a topographical map is seldom to be had. There are probably not a half-dozen cities in the United States that have topographical surveys of any real value as a basis for a comprehensive city plan. It is true that the topographical maps of the United States Government, prepared by the Geological Survey, can be had for cities in many sections of the country, but the scale is so small (usually one or two miles to an inch) and the contour interval so wide (usually 20 feet or more) that they are of little worth to the city planner. The initial requirement in the replanning of cities, then, is the preparation of topographical maps giving full

information as to the present physical conditions. On such a map, there would be placed also all other important data controlling or affecting the city plan.

Physical facts, however, are not the only important ones. Business and social conditions, past, present, and future, also affect the city plan. One of the first questions to ask is upon what does the particular city under consideration depend for its existence? Is it primarily industrial, commercial, educational, residential, or governmental? Or, in what proportion is one or another of these phases dominant? The answers to these and similar questions affect every physical feature of the city plan, determining street widths, transportation facilities, the use of water frontages, the character of housing, and so on. Then in the study of business and social conditions, the attempt should be made to forecast future requirements, and so far as possible, to provide for them. These conditions must be looked at attentively. Facts and figures must be gathered patiently, their significance must be understood and interpreted, and their tendencies noted. The present should be compared with the past, and the view of the future, while conservative, should be broad and enlightened.

When as full a knowledge as possible has been obtained of the physical, business, and social conditions of a city, what is the next step in the replanning of old areas or the laying out of new ones? Is it not to determine the purposes that should control the work, and, having found them, to keep them steadily in mind? Of course, these purposes would vary from city to city; in fact, they sometimes vary in the same city from period to period. I shall name only two of the broader aims which should control city planning, but under these are included many, if not most, of the more specific purposes which properly inspire and regulate civic action.

The first of these purposes is the preservation,—restoration, if need be—and the further development of the individuality of the city. Its history, its physical situation, the character of its population, the direction of its industry or commerce, all of these should be appropriately reflected in the city plan. Mr. James Bryce has pointed out, in his *American Commonwealth*, that the one most serious drawback to American life is its uniformity and that this criticism applies especially to our cities. With but five or six exceptions, he says, American cities differ from one another only that some are

built more with brick than with wood, and others more with wood than with brick. A French observer supports Mr. Bryce when he writes that, "These business men, who are occupied with constructing a whole Western civilization out of entirely foreign elements, naturally make it in the image of the American character. Through them the national consciousness projects itself in towns and enterprises so entirely alike that travelers complain of it. They are all agreed in reproaching this country for its cruel monotony. Some humorist or other has compared American things to hot-house strawberries, big as apricots, red as roses, and with no taste. If there is any truth in this epigram, it is the fault of the business men. Applying to all products everywhere the same method of indefinite increase, multiplying the workman by the machine, continually substituting hasty wholesale work for the individual and delicate task, they have, in fact, banished the picturesque from their republic. All these great cities, these great buildings, these great bridges, these great hotels, are alike."

Such criticism becomes more pointed if we recall the older cities and towns of England, Germany, and Italy, and contrast them with our own. What is the explanation of this absence of individuality? In some localities it is the lack of an historic past and of mellow memorials and buildings. Most of it, however, is due to oversight, or to indifference to opportunities easily within our control. It is our failure, for example, more clearly to echo topography in our city plans. The rectangular street systems, the colorless street names, which are repeated from one end of the country to the other, regardless of natural features or local history, are illustrations of our neglect of easy and inexpensive opportunities to give individuality to our cities. There is likewise failure of the people to express themselves and their ideals. As our interest in human life is in the distinctly personal, so is our interest in towns and cities. We should have a local concept. We should cherish a love and pride in local conditions and local achievements. Civic art furnishes the most available and most adequate means of expressing these local customs and aspirations. In a word, we should frame a concept, an ideal of what we wish the city to be, and then we should make it one of the controlling purposes in the development of the city plan.

Another broad purpose that should control all city planning is

a more sensitive regard for the common welfare. We need to make many improvements for the benefit and enjoyment of everybody, for the common good. Strong, selfish, almost unchecked individualism still has its sway in our cities and many of the evils which better city planning may help to correct are due to this cause. For example, the faults of the street system, the ignorant and ugly condition of water-fronts, the failure to link various agencies for transportation, the unsanitary and demoralizing influences of slums, — these represent the neglect of any large planning authority to control and check rank individualism and to exercise collective power in the name of the entire community. In this respect how striking is the contrast between American and European cities, especially those of Germany. About forty years ago, Germany began the improvement, replanning, and reconstruction of her cities to meet the requirements of modern life. Each city acting with strong, well-regulated collective power, endeavored to provide facilities for wholesome physical exercise, for transportation, for good homes, for convenient opportunity to enjoy the beauty and wonder of the nature world, and for a more intimate knowledge of noble examples of human life and beautiful products of human work. As a result of this sort of planning, fine city streets, orderly railroad approaches, beautiful public buildings, open green squares and plazas, refreshing water-fronts, ennobling statuary, convenient playgrounds, numerous parks, parkways, and boulevards, art museums, theaters, opera houses, and concert halls — all these things in Germany, and in Europe generally, are free, or so nearly free that they are easily available for all the people. To furnish advantages such as these should be one of the controlling purposes of city planning, for they not only provide wholesome recreation as a relief from the grind and fatigue of the day's work; they also make a definite and, in the long run, an indispensable contribution toward to-morrow's efficiency.

In the last few years a great change is to be noted in all parts of the United States. The field of collectivism is being steadily extended and its power increased. Dr. Charles W. Eliot in a recently issued volume entitled *The Conflict between Individualism and Collectivism* describes this change in the following words: "The rise and growing power of collectivism in the American democracy is due to the same influences which have acted on the

European nations, and especially on the English. These influences have been the development of the factory system, the creation of corporations with limited liability, the rise of numerous scientific and artistic professions, the exploitation of the natural resources of new countries or regions by capitalists coming from older countries or regions, and the creation of unprecedented inequalities as to comfort and wealth, not as privileges of birth, but as results, first, of the general liberty and the prevailing social mobility, and secondly, of the transmission of education and property. From all these influences taken together there have appeared in every democratic society in the world, and especially in the American democracy, industrial and social classes or layers and strong collective action in every class.

"The concentration of population which has taken place within two generations in the United States, east of the Mississippi and north of the Ohio and the Potomac, has made necessary the free use of collective forces for the protection and service of the concentrated population; and many individualistic rights and habits have been impaired or modified in view of imperative collective deeds. The concentration of population has forced government to assume many new functions, to increase public expenditures, and therefore taxes, and to interfere frequently with individual rights formerly considered very precious. In short, government has been centralized, and its forces have been more freely used and more widely applied in proportion to the concentration of population. Since governmental administration covers many new subjects and costs much more than it used to, it must appropriate a larger proportion than formerly of the products of the national industries, do everything in its power to prevent the waste or misuse of natural resources, and regulate both private and corporate activities in the interest of the whole community. In this process collectivism has made many gains, and individualism many losses. . . .

"We have now demonstrated the rapid development of collectivism at the expense of individualism in three great departments of personal and social activity — industries, education, and government. The development has been constructive, not destructive, inevitable in consequence of other profound social and industrial changes, beneficial in the present, and hopeful for the future. It tends neither to anarchy nor to despotism. Its theory is accurately

stated in such accepted sayings as these: 'Thou shalt love thy neighbor as thyself'; 'As ye would that men should do to you do ye also to them likewise'; 'Nothing human is foreign to me'; 'We do hold ourselves straightly tied to all care of each other's good, and of the whole by every one, and so mutually'; 'Each for all, and all for each.' Its object is that stated in the preamble of the Federal Constitution—'To promote the general welfare, and secure the blessings of liberty to ourselves and our posterity.'

Granting that means, private or public, can be found to undertake the drafting of a town or city plan, based upon a survey of local conditions, and to keep planning ahead; granting that such plans can be prepared with proper and well-defined controlling purposes, coördinating one part with another, how is the plan to be put in action? Have American cities generally the powers necessary for this rather new and different kind of city-making?

The charters under which the cities of the United States operate vary greatly and in general they convey but limited powers as compared with the cities of Europe. Most cities, however, have large powers in the field of city planning which they do not now exercise. The first change should be to employ to better advantage the existing law. The City Councils of many cities have authority to transform their towns and cities by administrative action alone, if they would. In many cities, for example, the city government has ample power to inaugurate a much better system of laying out and constructing streets and thoroughfares and of meeting the cost of such improvements. Where the city charters are inadequate, the aid of the State Legislature must be invoked. Such legislation has already been sought in a number of States, Ohio, Pennsylvania, and Connecticut, for example, and easily secured. If the best results are to be obtained, American cities must have a larger measure of home rule and a degree of authority approaching that granted to English towns and cities by the Housing and Town Planning Act of 1909.

Given a city plan with the necessary administrative machinery, to revise and keep it up to date, and the power to execute it, we must meet still another and in some respects the greatest problem of city planning: the cost. As a rule the first question asked by city officials and business men, when more comprehensive city planning

is proposed, is, Does it pay? Three points may be given in answer to that question.

In the first place, certain things are indispensable for every city — suitable streets, thoroughfares, public buildings, homes, and an adequate number of playgrounds, parks, and open spaces. All these must be had sooner or later. It is not a question of getting them or of not getting them. It is merely a question of *when*. Short-sighted citizens often deceive themselves with the idea that they are saving money and avoiding expense by postponing expenditures for these city necessities, for necessities they are. Observation and experience in such matters prove that this is a mistaken view. By such postponement they are merely increasing public expenses, increasing the kind of burden from which the majority of American cities are suffering to-day. Simply because the value of land in growing cities steadily increases in price, because street widening and the clearing of properties for playgrounds and open spaces involve the destruction of more and more improvements as the years go on, and because the constant rebuilding of public edifices costs more than an adequate building, properly and permanently located at first would have cost, simply because of such facts as these is postponement a costly practice. Specific illustrations could be given from a dozen cities to enforce each one of these statements.

Secondly, it should be kept in mind that cities must choose usually between one form of expenditure or another. The people of a city may prefer to pay the direct and indirect cost of epidemics like typhoid fever rather than increase the outlay for water and sewers and other forms of sanitation. They may elect to pay the bills resulting from an inadequate street system for traffic and the convenient circulation of men and goods, rather than make the loans and annual appropriations required by the adoption of a more up-to-date method of locating and improving streets and highways. But does it pay? These same unreflecting individuals may prefer to lay out the money that they must lay out for ignorant, inefficient, diseased and deformed children, for hospitals, asylums, and reformatories, rather than meet the smaller expense of adequate schools, schoolgrounds and playgrounds. It costs only \$800 to educate a normal boy in the Boston schools for twelve years, or less than \$70 a year. On the other hand, it costs \$400 to take care of a bad boy in a Massachusetts reformatory for one year. Which

is cheaper, to say nothing of better? Massachusetts spends \$6,500,000 a year on criminals, which is 10 per cent. of all her taxes. Is it not time that we had the same kind of sanity in public expenditures that we have in private expenditures? It ought to be plain to a thrifty citizen and taxpayer that city planning, as now understood, proposes not only a better method but also, in the end, a cheaper method.

In the third place, let it be frankly confessed how narrow and sordid this line of reasoning is. Cities pay heavily for a mean and unbusinesslike policy in many ways that cannot be exactly described or put into dollars and cents, but which business men and city officials understand very well. The essential question is not one of cost, the attempt to balance the expense of better planning against increased revenues resulting from it. At bottom the question is whether real values in public welfare are to be had from this sort of city planning, and whether the community can provide the ways and means necessary to purchase these values. As a well-known authority on cities has recently pointed out, the central and all-important problem of the cities is the budget. How to spend honestly, liberally, efficiently, and promptly for the protection of life, health, and property, and for the advancement of civilization, and how to levy for these expenditures upon the advantage fund created by the community life in such a manner that taxation shall not breed fresh inequality, injustice, and civic disloyalty.

There is a widespread outcry against the amount of city taxes and the increase of city indebtedness. It might be well to inquire how far this outcry is warranted. The total amount of city taxes is necessarily large, because both the services rendered and the population are large. But are city taxes high per capita considering the services? They will average, take the country over, only \$15.82 per capita per annum. In Massachusetts towns and cities the average is \$17.70 per capita, probably higher than in any other State. Out of this sum the city or town pays all the cost for the protection of life and property, for public health and sanitation, for streets, highways and bridges, for charities and correction, for public schools, for libraries and reading rooms, for recreation and for government. Does an equal sum in the family budget expended for other services bring an equal return? Indeed, might not an increase in the city tax rate — assuming honest and wise expenditure — actually result

in reducing the cost of living? It does in Germany. The conception of a German city is that of a household, with the municipality in control of education, amusement, recreation, health and morals, providing technical training for self-support, promoting individual thrift and when necessary protecting the individual from misfortune.

So far as city planning goes, however, the financial reform needed in our cities is not so much an increase in the city tax rate, as an increase in the borrowing capacity. State regulations on this point appear to differ greatly, some cities (as in Massachusetts), being limited to  $2\frac{1}{2}$  per cent. of their assessed valuation, while others (as in New Jersey) may borrow as high as 25 per cent. The average, however, is low, from about 5 to 7 per cent., and the assessment is not usually full value. If American cities are to undertake great public improvements in thoroughfares, transportation, docks, and harbors, public buildings and public grounds, housing, etc., a decided increase in city bond issues is essential. The borrowing capacity of most of the cities whose plans are presented in this book, for instance, is quite inadequate for the execution of a businesslike and constructive policy of public improvements. A comparison of this borrowing capacity with that of an important private corporation with a similar amount of business to transact, will illustrate the handicap under which American cities must labor for efficiency. Moreover, no account is taken usually of many of the most valuable assets of a city which reduce the amount of its liabilities, for instance, the land and buildings that it owns.

The practice of European cities with regard to bond issues is quite different. The amounts there are much larger. Paris has recently authorized a loan of \$180,000,000, a sum which our cities even in proportion to their population never approach. Berlin has a total debt of \$99,294,500. Frankfort has recently issued bonds for \$18,000,000 simply for the development of its harbor and river frontage. Düsseldorf, which stands out even among German cities as a most progressive and well-managed municipality, has a debt of \$29,000,000 or \$100 per capita. This is at least double the indebtedness of the average American city of the same size.

In brief, if American cities are to enter into large and far-sighted city planning schemes, a sounder policy of municipal finance must be adopted. There must be a generous increase of the borrowing capacity, a recognition of the value of city assets, a nicer discrimina-

tion between improvements which are permanent and in the nature of investments and those which are not, a more equitable distribution of current taxes. There must be a share, a much larger share for the community in increasing land values, a truer identification of the cost of public improvements and the benefits therefrom, and a wider use of the method of special assessment, as a means of meeting the cost of improvements. With a wiser, fairer and more businesslike system of city finance, it is not at all likely that the real burdens of city taxes would be heavier than at present. Indeed, they would probably be perceptibly lightened.

In conclusion, it may be said that whether we care about health, or about wholesome and refreshing recreation, or about beauty in civic life; or whether we care only about the increase of industrial wealth and commercial prosperity, we must, sooner, or later, turn for aid to this subject of comprehensive coördinated city planning. While not a panacea, it offers one safe and sure way out of many of our municipal difficulties. Especially serviceable will comprehensive planning be if applied early to small cities, cities with a population of from 10,000 to 100,000, cities with an assured future, but with conditions still relatively plastic.

## **'APPENDIX**

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**A LIST OF SOME OF THE AMERICAN TOWNS AND CITIES  
ENGAGED IN COMPREHENSIVE PLANNING  
AND REPLANNING**

Atlantic City, N. J.  
 Baltimore, Md.  
 Boston, Mass.  
 Brooklyn, N. Y.  
 Buffalo, N. Y.  
 Cedar Rapids, Iowa.  
 Chattanooga, Tenn.  
 Chicago, Ill.  
 Cincinnati, Ohio.  
 Cleveland, Ohio.  
 Cohasset, Mass.  
 Colorado Springs, Colo.  
 Columbia, S. C.  
 Columbus, Ohio.  
 Dallas, Tex.  
 Denver, Colo.  
 Des Moines, Iowa.  
 Detroit, Mich.  
 Forest Hills Gardens, N. Y.  
 Fort Wayne, Ind.  
 Gary, Ind.  
 Glen Ridge, N. J.  
 Grand Rapids, Mich.  
 Greenville, S. C.  
 Harrisburg, Pa.  
 Hartford, Conn.  
 Indianapolis, Ind.  
 Jamestown, N. Y.  
 Jersey City, N. J.  
 Kansas City, Mo.  
 La Crosse, Wis.  
 Los Angeles, Calif.  
 Louisville, Ky.  
 Madison, N. J.  
 Madison, Wis.

Memphis, Tenn.  
 Milwaukee, Wis.  
 Minneapolis, Minn.  
 Montclair, N. J.  
 Newark, N. J.  
 New Haven, Conn.  
 New Orleans, La.  
 New York, N. Y.  
 Oakland, Calif.  
 Oklahoma City, Okla.  
 Omaha, Neb.  
 Philadelphia, Pa.  
 Pittsburg, Pa.  
 Portland, Maine.  
 Portland, Ore.  
 Providence, R. I.  
 Reading, Pa.  
 Ridgefield, N. J.  
 Roanoke, Va.  
 Rochester, N. Y.  
 Sacramento, Calif.  
 Saint Louis, Mo.  
 Saint Paul, Minn.  
 San Diego, Calif.  
 San Francisco, Calif.  
 San José, Calif.  
 Savannah, Ga.  
 Scranton, Pa.  
 Seattle, Wash.  
 Springfield, Mass.  
 Walla Walla, Wash.  
 Washington, D. C.  
 Waterloo, Iowa.  
 Watertown, N. Y.  
 Wayland, Mass.

## SUGGESTIVE CITY PLANNING LEGISLATION. SOME EXAMPLES

### ACT CREATING THE CITY PLAN COMMISSION OF HARTFORD, CONNECTICUT

January, 1907

*Section 1.* That there shall be in the city of Hartford a commission on the city plan, which shall consist of the mayor, who shall be its presiding officer, the president of the board of street commissioners, the president of the board of park commissioners, the city engineer, two citizens, neither of whom shall hold any office in said city government, one member of the board of aldermen, and one member of the common council board, to be appointed as hereinafter provided.

*Section 2.* The necessary expenses of said commission shall be paid by the city, but no member thereof shall be paid for his services as such member.

*Section 3.* During the month of April, 1907, the mayor shall appoint one citizen member of said commission to hold office for two years, and one citizen member to hold office for three years from the first of May then next ensuing, and in the month of April, 1909, and in April of the years thereafter when the terms of such citizen members respectively expire, the mayor shall appoint one citizen member of said commission for the term of three years from the first day of May then next ensuing. During the month of April, 1907, and in each April thereafter, the board of aldermen and the common council board of said city shall each appoint from its own number a member of said commission to hold office for the term of one year from and after the first day of May then next ensuing. The members of said commission shall hold office until their respective successors are elected and qualified.

*Section 4.* All questions concerning the location of any public building, esplanade, boulevard, parkway, street, highway, square, or park shall be referred to said commission by the court of common council for its consideration and report before final action is taken on such location.

*Section 5.* The court of common council may refer to said commission the construction or carrying out of any public work not expressly within the province of other boards or commissions of said city, and may delegate to said commission all powers which the said council deems necessary to complete such work in all details.

*Section 6.* Said commission may make or cause to be made a map or maps of said city, or any portion thereof, showing locations proposed by it for any new public building, esplanade, boulevard, parkway, or street, and grades

thereof, and street, building and veranda lines thereof, or for any new square or park, or any changes by it deemed advisable in the present location of any public building, street, grades and lines, square or park, and may employ expert advice in the making of such map or maps.

*Section 7.* Said city of Hartford, acting through said commission or otherwise, shall have power to appropriate, enter upon, and hold in fee real estate within its corporate limits for establishing esplanades, boulevards, parkways, park grounds, streets, sites for public buildings, and reservations in and about and along and leading to any or all of the same; and, after the establishment, layout, and completion of such improvements, may convey any real estate thus acquired and not necessary for such improvements, with or without reservations concerning the future use and occupation of such real estate, so as to protect such public works and improvements and their environs, and to preserve the view, appearance, light, air, and usefulness of such public works.<sup>1</sup>

### THE BOSTON PLANNING COMMISSION

(Extracts from an ordinance establishing the Boston Planning Commission offered by Councilman Hale, June 13, 1911.)

*Section 2.* The subjects which said commission is to consider and upon which it shall from time to time give advice and information, accompanied by such maps, plans, and estimates of cost, as it deems necessary, shall be as follows: Such developments and improvements in the city of Boston as have to do with the structural and sanitary safety of buildings and kindred matters usually included under the head of building laws; the prevention and relief of congestion of population and traffic; the control of fire hazard; the proper distribution of buildings for purposes of residence, manufacturing, trade and transportation; the beautification of the city, the preservation of its natural and historic features; the extension of water supply and of sewerage disposal; the preservation, development and management of lands and buildings for public uses; the co-ordination of transportation, whether of passengers or freight, and whether by railroads, railways, highways, or water; the development of the water front; and the distribution of telephone, gas, electric light and other public utilities, and such other matters as may properly be understood to come within the scope of city planning. In considering these subjects, special attention shall be paid to such improvements as require the expenditure of money by the mayor and city council, such as for example the erection of public buildings of all kinds; the purchase of new parks and playgrounds; the improvement of old parks and playgrounds; the development of a sewer system;

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<sup>1</sup> The power of "excess condemnation" has here been given to a single city in its charter. In some states it is bestowed on all cities by a general law, in others it has been thought necessary to pass an amendment to the State constitution.

the construction of new streets; the rearrangement of old streets; the development of a high pressure fire system, and the destruction or reduction of waste. This enumeration shall not be construed to exclude the consideration of other matters properly within the jurisdiction of the commission. The commissioners shall consider these various subjects in co-operation, when necessary, with similar bodies in other cities and towns in the metropolitan district, and in the metropolitan district itself, and shall also take into consideration plans proposed by private individuals and business organizations in the city.

*Section 3.* The commission shall annually on or before the third Wednesday of October in each year make a report to the mayor and city council of its proceedings up to and including the thirtieth day of September preceding, embodying therein specific recommendations for improvements to be made during the ensuing year with estimates of the cost of the same, and with such plans and maps as may be needed for the proper presentation of its conclusions. In making these specific recommendations the commission shall take into consideration the amount of money available within the debt limit for the particular year; shall recommend the methods of executing and paying for such improvements as it may suggest; and shall state which, if any, of its recommendations shall involve an expenditure of money outside the debt limit. The commission may issue from time to time such other reports as it may deem advisable.

RESOLVE FOR THE APPOINTMENT OF A COMMISSION TO  
INVESTIGATE PUBLIC IMPROVEMENTS FOR THE MET-  
ROPOLITAN DISTRICT, MASSACHUSETTS <sup>1</sup>

May 27, 1911

*Resolved.* That the governor by and with the advice and consent of the council, shall appoint three persons, and the mayor of the city of Boston shall appoint two persons, who shall together constitute a commission of five for the purposes hereinafter named. The chairman of said commission shall be designated by the governor. The said appointees shall serve without compensation, and shall be persons of recognized qualifications and large experience in respect to one or more of the following subjects or professions, namely: finance, commerce, industry, transportation, real estate, architecture, engineering, civic administration and law. Said commission shall investigate and report as to the advisability of any public works in the metropolitan district which in its opinion will tend to the convenience of the people, the development of local business, the beautifying of the district, or the improvement of the same as a place of residence. It shall consider the establishment of a sys-

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<sup>1</sup> Passed.

tematic method of internal communication by highways, the control or direction of traffic and transportation, and the location of such docks and terminals as the interests of the district may demand. It shall recommend the method of executing and paying for such improvements as it may suggest, and shall make such maps, plans, and estimates of cost as may be needed for its investigation, or for the proper presentation of its conclusions, and may employ such assistants therefor as it deems necessary. The commission may expend such sums of money, not exceeding twenty-five thousand dollars, for clerical, expert and other assistance, and for other incidental expenses, as it deems necessary. The commission shall make its final report to the governor and to the mayor of Boston on or before the first day of December, nineteen hundred and eight, and its powers and duties shall then terminate. The governor shall transmit the report to the general court of the year nineteen hundred and nine. The expenses incurred under the provisions of this act shall be assessed upon the metropolitan parks district.

#### EXTRACTS FROM CITY CHARTER OF HALIFAX, NOVA SCOTIA

Adopted 1907

549. (1) The council shall cause to be prepared, under the supervision of the city engineer, an official plan of the city, upon which shall be shown —

(a) the lines of every existing street which has at any time heretofore been dedicated or conveyed to the city and accepted by resolution of the council, or laid out under the authority of any enactment;

(b) the lines of every other street which has been opened and used by the public but has not been accepted by the city; and

(c) the lines of any projected extension or alteration of any such street, or of any projected new street approved by the engineer.

(2) For the purpose of making such plan, the engineer or any assistant or employee may enter upon any private property in the day time.

550. Every such new street, and every such alteration or extension of any existing street, shall be laid out on such plan of such extent and dimensions as the city engineer determines; but no new street shall be laid out —

(a) the width of which is less than sixty feet, or

(b) which does not terminate at both extremities either on another street or at tidal water.

551. On any such plan any property of the city shall be shewn.

552. (1) When the plan or any portion thereof has been completed, the same shall be submitted to the council for confirmation.

(2) Public notice of the completion of such plan or portion thereof (and in case of a portion, specifying what portion), and of the date of the meeting of the council at which it is proposed to confirm the same, shall be given by

publication in at least two newspapers, published in the city, for not less than four weeks previous to the date appointed for the meeting. The notice shall also state that the plan may be inspected by any citizen at the office of the city engineer at any time during office hours up to the date so fixed, and that any citizen may attend at the meeting and be heard.

(3) At such meeting, or if no quorum attends at the next meeting, or at any other meeting to which the hearing of the matter is adjourned, the council shall hear any objection to the plan, and may either confirm the same or alter or amend it in any particular.

(4) In any provision of this act relating to such official plan, the expression "plan" shall include any such portion thereof, and the expressions "confirmation" and "confirmed" shall respectively include "alteration or amendment" and "altered or amended."

553. (1) Upon the completion and confirmation of such plan, the same, certified by the city engineer, shall be deposited in his own office, and a copy, so certified, in the registry of deeds for the county of Halifax.

(2) The copy so filed in the registry of deeds may, for convenience, be divided into sheets.

554. Upon such confirmation, the city engineer shall set up such bounds or monuments as he deems proper to mark the lines of every existing street shewn on such plan, and a record of the date of setting up every such bound or monument, and the location and nature thereof, shall be kept by the city engineer.

555. After any such confirmation, when any new street is opened, or any alteration or extension made to any existing street, the city engineer shall mark such street, alteration or extension on the plans filed in his office and in the registry of deeds, and shall set up such bounds or monuments as he deems necessary to mark the lines thereof.

556. (1) When the plan has been so confirmed by the council, the same shall be binding and conclusive upon the city and the owner of any property affected, and upon every other person whomsoever, as to the location, dimensions and lines of any existing street shewn thereon, and also that such street at the time of confirming the plan belonged to the city.

(2) Nothing in this section shall be construed to prevent the city at any future time from extending, widening, or otherwise altering any street shewn on such plan.

557. (1) After the confirmation of such plan, no person shall open or lay out any street or make any extension of an existing street, not shewn thereon, without the consent of the council. Before such consent is given, the person applying for permission to open the street shall furnish to the city engineer a correct plan of the proposed street on a scale of thirty feet to the inch, and the

engineer shall certify that the proposed street conforms to the requirements of law and is in other respects satisfactory.

(2) Every person who contravenes this section shall be liable to a penalty not exceeding four hundred dollars, and in default of payment, to imprisonment for a period not exceeding three months.

(3) In any prosecution or other proceeding for a contravention of this section, the sale, or agreement for a sale, by any person of a lot of land purporting to be located or bounded upon a street not existing, or not shewn upon such plan, shall be evidence of opening or laying out a street in contravention of this section by such person.

558. (1) After the confirmation of any such plan, no person shall place upon any land shewn by such plan to be required for any new street or any alteration or extension of an existing street, any building, or any addition or improvement in any building other than necessary repairs.

(2) If any such building, addition or improvement is so placed, the same shall be deemed a nuisance, and the city solicitor shall forthwith take proceedings by action in the name of the city to compel the removal of the same.

(3) In the event of such new street being opened or alteration or extension made, no damage or compensation shall be allowed in respect to any building, addition or improvement so placed.

## THE LAW REGARDING THE PLATTING OF LAND NEAR CITIES ADOPTED BY THE WISCONSIN LEGIS- LATURE AT THE SESSION OF 1909

*Plats, near cities, how made; council's approval.* 1. The owner of any lands lying outside the corporate limits of any city in the state of the first, second, or third class, and situated within one and one-half miles of such limits, desiring to divide the same into lots or blocks by the platting thereof, shall, in the platting of such lands, cause the streets and alleys shown on the map thereof to be laid out and platted to the satisfaction of the common council of such cities, and shall submit such map thereof, and if it shall be approved, he shall cause it to be recorded within thirty days of the date of such approval together with the evidence of approval of the common council, which shall be a copy of the ordinance or resolution adopted by such common council certified to by the city clerk, and affixed to such map.

*Validity.* 2. Any map or plat of such lands not so approved or accompanied by such evidence of its approval or which shall not be offered for record, on or before sixty days after the date of such resolutions, shall not be recorded or received for the purpose of being recorded, and shall have no validity whatever.

*Forfeiture.* 3. Any person who shall plat any such land and cause the same to be recorded without submitting the map thereof to such common council, shall forfeit not more than one hundred dollars and any register of deeds who shall wilfully record any such map or plat without the evidence of its approval by the common council attached thereto, as herein provided, shall forfeit not more than one hundred dollars. All forfeiture incurred under this section shall be sued for or recovered in the name of such cities.

PROPOSED ACT OF THE STATE OF WASHINGTON, REQUIRING THE DEDICATION OF LAND FOR PARKS, PLAY-  
GROUNDS, ETC.

1911

Relating to and regulating the filing and approval of plats of land within and without cities of the first, second and third class and other cities and towns having a population of ten thousand or more persons, and prescribing public places, parks, commons and playgrounds therein.

*Be it enacted by the Legislature of the State of Washington:*

*Section 1.* No plat of any tract of land of five acres or more in area situate within or less than five miles outward from the boundary line of any city of the first or second class or other city or town having a population of ten thousand or more persons or within or less than one mile outward from the boundary line of any city of the third class, sub-divided into lots of less than one acre each in size, shall be filed, accepted, approved or recorded by any public official unless a plot or plots of ground containing not less than one-tenth of the area of land therein platted, after deducting the land set apart for streets and alleys, shall be dedicated to the public for use as a public place, park, common or playground or for public places, parks, commons or playgrounds, forever, in the same manner and with the like effect that streets and alleys are dedicated.

*Section 2.* Whenever any plat or sub-division of land shall be made in any of the various classes of cities and towns or their vicinity, as set forth in section one of this act, and the projection or establishment of the street system therein shall leave any fractional block area or areas, entirely surrounded by streets, or partly by streets and partly by an alley or alleys, and such fractional block area shall not exceed one-half of an acre in size, in any such case such fractional block area shall be dedicated to the public for use forever as a public place, park, common or playground, in the same manner and with like effect as public streets and alleys are dedicated. The municipal or county authorities shall not file, accept, approve or record any plat which does not comply with the foregoing provision: Provided, however, That any area, dedicated under the requirements of this section shall be deemed and credited

as part of the ten per cent. required to be dedicated for like purposes under the provisions of section one of this act.

**AN ACT OF THE PENNSYLVANIA LEGISLATURE AUTHORIZING CITIES TO TAKE LAND IN EXCESS OF THE AMOUNT REQUIRED FOR DIRECT PUBLIC USE <sup>1</sup>**

Authorizing cities of this commonwealth to purchase, acquire, take, use and appropriate private property for the purposes of making, enlarging, extending and maintaining public parks, parkways and playgrounds; authorizing said cities to purchase, acquire, take, use and appropriate neighboring private property within two hundred feet of the boundary lines of such public parks, parkways and playgrounds in order to protect the same by resale with restrictions; authorizing the resale of such neighboring property with such restrictions in the deeds of resale in regard to the use thereof, as will protect such public parks, parkways and playgrounds; and providing for the manner of ascertaining, determining, awarding and paying compensation and damages in all cases where property is taken, used and appropriated for the said purposes.

*Section 1.* Be it enacted by the Senate and House of Representatives of the Commonwealth of Pennsylvania in general assembly met and it is enacted by the authority of the same, That it shall be lawful for and the right is hereby conferred upon the cities of this commonwealth to purchase, acquire, enter upon, take, use and appropriate private property for the purpose of making, enlarging, extending and maintaining public parks, parkways and playgrounds within the corporate limits of such cities, whenever the councils thereof shall by ordinance or joint resolution determine thereon: Provided that where such private property is outside of the city, it may be annexed thereto by ordinance of said city: And Provided that where any poorhouse properties are so taken and such cities shall have made adequate provision for thereafter accommodating and supporting the poor of the districts, wards and townships within such cities, wherein such poorhouses are located, nominal damages only shall be allowed for such taking and the land shall be held on condition that such city shall continue to make adequate provision for the poor of such districts, wards or townships.

*Section 2.* It shall be lawful for and the right is hereby conferred upon cities of this commonwealth to purchase, acquire, enter upon, take, use and appropriate neighboring private property within two hundred feet of the boundary lines of such property so taken, used and appropriated for public parks, parkways and playgrounds, in order to protect the same by the resale

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<sup>1</sup> Passed June 8, 1907

of such neighboring property with restrictions, whenever the councils thereof shall by ordinance or joint resolution determine thereon, provided that in the said ordinance or joint resolution the councils thereof shall declare that the control of such neighboring property within two hundred feet of the boundary lines of such public parks, parkways or playgrounds is reasonably necessary in order to protect such public parks, parkways or playgrounds, their environs, the preservation of the view, appearance, light, air, health or usefulness thereof.

*Section 3.* That it shall be lawful for and the right is hereby conferred upon the cities of this commonwealth to resell such neighboring property with such restrictions in the deeds of resale in regard to the use thereof as will fully insure the protection of such public parks, parkways and playgrounds, their environs, the preservation of the view, appearance, light, air, health and usefulness thereof, whenever the councils thereof shall by ordinance or joint resolution determine thereon.

*Section 4.* The taking, using and appropriating by the right of eminent domain as herein provided, of private property for the purpose of making, enlarging, extending and maintaining public parks, parkways and playgrounds, and of neighboring property within two hundred feet of the boundary lines of such public parks, parkways and playgrounds in order to protect such public parks, parkways and playgrounds, their environs, the preservation of the view, appearance, light, air, health and usefulness thereof, by reselling such neighboring property with such restrictions in the deeds of resale as will protect said property so taken for the aforesaid purposes, is hereby declared to be taking, using and appropriating of such private property for public use.

*Section 5.* In all cases wherein cities of this commonwealth shall hereafter take, use and appropriate private property for the aforesaid purposes by ordinance or joint resolution, if the compensation and damages arising therefrom cannot be agreed upon by the owners thereof and such cities, such compensation and damages shall be considered, ascertained, determined, awarded and paid in the manner provided in an act entitled, "An Act providing for the manner of ascertaining, determining, awarding and paying compensation and damages in all cases where municipalities of this commonwealth may hereafter be authorized by law to take, use and appropriate private property for the purpose of making, enlarging and maintaining public parks within the corporate limits of such municipality," approved the eighth day of June, Anno Domini, one thousand eight hundred and ninety-five.

## WISCONSIN CITY PLAN ACT

To create sections 959-17a to 959-17j inclusive, of the statutes, relating to the creation and organization of a commission on the city plan in cities of the first, second and third classes, and to the acquisition of lands by such cities for certain public purposes.

The people of the State of Wisconsin, represented in senate and assembly, do enact as follows:

*Section 1.* There are added to the statutes ten new sections to read: *Section 959-17a.* The common council of every city of the first, second and third classes may, by ordinance, provide for the creation of a commission on the city plan to consist of seven members whose organization, power, duties, and qualifications shall be as set forth in sections 959-17b to 959-17j inclusive.

*Section 959-17b.* Such commission shall consist of the mayor, who shall be its presiding officer, the city engineer, the president of the park board, one member of the common council and three citizens. In case any such city shall be without a park board the mayor shall appoint four citizen members.

*Section 959-17c.* Upon the adoption of an ordinance as provided in section 959-17a, the common council of any such city shall, by a two-thirds vote of its members, elect one of its number as a member of such commission, who shall serve as such member until the next ensuing first day of May; and during the month of April of each year, or whenever a vacancy shall occur the council shall, by a like two-thirds vote, elect one of its number for a period of one year from and after the first day of May then ensuing, or to fill the unexpired term.

*Section 959-17d.* Immediately upon the adoption of such ordinance, the mayor shall appoint three citizens, members of such commission, one citizen member to hold office for three years, one citizen member for two years and one citizen member for one year from the ensuing first day of May, and in case any city shall be without a park board, the mayor of such city shall appoint a fourth citizen member to hold office for one year from the ensuing first day of May or until such city shall establish a park board. In the month of April of each year thereafter, in which the term of office of such citizen members respectively expire, the mayor shall appoint one citizen member of such commission for the period of three years from the first day of May next ensuing, and in case any city should be without a park board, one additional citizen member for a period of one year from the first day of May next ensuing, or until such city shall establish a park board. Whenever a vacancy

shall occur in the term of any citizen member, the mayor shall appoint a citizen as a member to fill such unexpired term.

*Section 959-17e.* No member of the common council or citizen shall be elected or appointed a member of such commission who shall be actively engaged in the purchasing or selling of real estate in such city, and all citizen members shall be persons of recognized experience and qualifications. Such members of the commission shall hold office until their respective successors are elected and qualified. No member of any such commission shall receive any compensation for his services as such member.

*Section 959-17f.* The common council of any such city shall refer any question concerning the location and architectural design of any public building, the location, extension, widening, enlargement, ornamentation, and parking of any street, parkway, boulevard, park, playground, or other memorial or public grounds within any such city to such commission for its consideration and report before final action is taken thereon by such council. All plats or replats of any lands within the limits of such city or of any lands outside of and within one and one-half miles of the limits of such city shall be submitted to the commission of such city for its recommendation to the council before the same are approved by such council.

*Section 959-17g.* The common council may refer to said commission the construction or carrying out of any public work not expressly within the province of other boards or commissions of said city, and may delegate to said commission all powers which the said council deems necessary to complete such work in all details.

*Section 959-17h.* Said commission may make or cause to be made a map or maps of said city or any portion thereof, showing locations proposed by it for any new public building, statue, memorial grounds, street, parkway, boulevard, park, playgrounds, or any other public grounds and the grades thereof, and the street building and veranda lines thereof, and for any new square or park, or any changes by it deemed advisable in the present location of any public building, statue, memorial grounds, street, parkway, boulevards, playgrounds, square or park, and may employ expert advice in the making of such map or maps.

*Section 959-17i.* Any such city, acting through its commission, or otherwise, may acquire by gift, purchase, or condemnation any lands within its corporate limits, for establishing, laying out, widening, enlarging, extending and maintaining memorial grounds, streets, squares, parkways, boulevards, parks, playgrounds, sites for public buildings, and reservations in and about and along and leading to any or all of the same; and after the establishment, layout and completion of such improvements, may convey any such real estate thus acquired and not necessary for such improvements, with reservations con-

cerning the future use and occupation of such real estate, so as to protect such public works and improvements, and their environs, and to preserve the view, appearance, light, air and usefulness of such public works, and to promote the public health and welfare.

*Section 959-17j.* It is hereby declared and the acquisition and conveyance of lands for the purposes and as provided in the preceding section constitute a public use, and is for the public health and welfare.

*Section 2.* All acts and parts of acts inconsistent with this act are hereby repealed.

*Section 3.* This act shall take effect and be in force from and after its passage and publication.

Approved May 19, 1909.

### THE FILLING OF THE BACK BAY MUD FLATS, BOSTON

In 1849 a Land Commission was appointed to deal with the subject of creating new land out of the Back Bay mud flats, Boston. Comprehensive plans were reported in 1852, but the work of filling the land was not begun until 1857. The commonwealth had the right to the flats below the line of riparian ownership. The plan of the Back Bay improvement was the work of the late Arthur Gilman, an eminent architect.

In 1857 the commonwealth owned on the Back Bay 4,723,998 feet and the net profits on the sale of this land up to 1882 were \$3,068,636.28, with 102,593 feet remaining unsold, valued at not less than \$250,000. The net profits of the land company amounted to over \$2,000,000.

The Back Bay to-day is characterized by broad, handsome streets and the magnificence of architecture both in its public buildings and private dwellings. Commonwealth Avenue, the principal street, is 200 feet wide with broad green mall in the center and the distance from house to house across the street is 240 feet. The Back Bay is one of the most valuable parts of the city, the real estate assessment being now about \$100,000,000.

One mistake was the short-sighted policy which permitted the building over of the territory between Beacon Street and the Charles River, as that street might have been placed on the line of a beautiful embankment. Three times a proposition was made to give the city 500,000 feet of land between Beacon Street and the river on condition that it fill the land, never allow it to be built on, and add the territory to the Public Garden, which itself had been secured by filling. Unfortunately the value of the river front for park and other purposes was not appreciated at that time and the proposition was repeatedly rejected.

The statute under which the work was done will be found in Statutes,

Massachusetts, 1867, chapter 308. It was upheld by the Supreme Court of the United States.

RESOLUTION TO AMEND WISCONSIN STATE CONSTITUTION, RELATING TO LIMITATION OF THE PUBLIC DEBT, 1909<sup>1</sup>

*Resolved by the Senate, the Assembly concurring,* That section 6 of article 8 of the constitution be amended to read:

*Section 6.* For the purpose of defraying extraordinary expenditures and for the purpose of acquiring by purchase or condemnation lands for public purposes and for the permanent improvement thereof, the state may contract public debts and issue its bonds therefor (but such debts shall never in the aggregate exceed . . . at one time one per centum on the value of the taxable property of the state as last determined by the duly constituted State authority). Every such debt shall be authorized by law for some purpose or purposes to be distinctly specified therein; and the vote of a majority of all the members elected to each house, to be taken by yeas and nays, shall be necessary to the passage of such law; and every such law shall provide for levying, in case of any debt contracted for defraying extraordinary expenditures, an annual tax sufficient to pay the annual interest of such debt and the principal within five years from the passage of such law, and in case of any debt contracted in the acquisition of land or for the permanent improvement thereof, every such law shall provide for levying an annual tax sufficient to pay the annual interest of such debt and the principal within a period of not exceeding fifty years from the passage of such law, and shall specially appropriate the proceeds of such taxes to the payment of such principal and interest; and such appropriation shall not be repealed, nor the taxes be postponed or diminished, until the principal and interest of such debt shall have been wholly paid.

RESOLUTION TO AMEND WISCONSIN STATE CONSTITUTION, RELATING TO MUNICIPAL CORPORATIONS AND THEIR INDEBTEDNESS<sup>1</sup>

*Resolved by the Senate, the Assembly concurring,* That section 3 of article 11 of the constitution be amended to read:

*Section 3.* It shall be the duty of the legislature, and they are hereby empowered, to provide for the organization of cities and incorporated villages, and to restrict their power of taxation, assessment, borrowing money, con-

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<sup>1</sup> Passed.

tracting debts, and loaning their credit, so as to prevent abuses in assessments and taxation, and in contracting debts by such municipal corporations. No county, city, town, village, school district, or other municipal corporation shall be allowed to become indebted in any manner or for any purpose to any amount, including existing indebtedness, in the aggregate exceeding five per centum on the value of the taxable property therein, to be ascertained by the last assessment for State and county taxes previous to the incurring of such indebtedness. Any county, city, town, village, school district, or other municipal corporation incurring any indebtedness as aforesaid, shall, before or at the time of doing so, provide for the collection of a direct annual tax sufficient to pay the interest on such debt as it falls due and also to pay and discharge the principal thereof within twenty years from the time of contracting the same; except that when such indebtedness is incurred in the acquisition of lands by cities, or by counties having a population of 150,000 or over, for public, municipal purposes, or for the permanent improvement thereof, the city or county incurring the same shall, before or at the time of so doing provide for the collection of a direct annual tax sufficient to pay the interest on such debt as it falls due, and also to pay and discharge the principal thereof within a period not exceeding fifty years from the time of contracting the same.

## AN ACT RELATIVE TO THE HEIGHT OF BUILDINGS IN THE CITY OF BOSTON

December 22, 1905

*Section 1.* The city of Boston shall be divided into districts of two classes, to be designated districts A and B. The boundaries of the said districts, established as hereinafter provided, shall continue for a period of fifteen years, and shall be determined in such manner that those parts of the city in which all or the greater part of the buildings situate therein are at the time of such determination used for business or commercial purposes shall be included in the district or districts designated A, and those parts of the city in which all or the greater part of the buildings situate therein are at the said time used for residential purposes or for other purposes not business or commercial shall be in the district or districts designated B.

*Section 2.* Upon the passage of this act the mayor of the city shall appoint a commission of three members to be called "Commission on Height of Buildings in the City of Boston." The commission shall immediately upon its appointment give notice and public hearings, and shall make an order establishing the boundaries of the districts aforesaid, and, within one month after its appointment, shall cause the same to be recorded in the registry of deeds for the county of Suffolk. The boundaries so established shall continue for a period

of fifteen years from the date of the said recording. Any person who is aggrieved by the said order may, within thirty days after the recording thereof, appeal to the commission for a revision; and the commission may, within six months after its appointment, revise such order, and the revision shall be recorded in the registry of deeds for the county of Suffolk, and shall date back to the original date of recording. The members of the commission shall serve until the districts have been established as aforesaid; and any vacancy in the commission caused by resignation, death or inability to act shall be filled by the mayor, on written application by the remaining members of the commission or of ten inhabitants of the city. The members of the commission shall receive such compensation as the mayor shall determine.

*Section 3.* In the city of Boston no building shall be erected to a height of more than one hundred and twenty-five feet above the grade of the street in any district designated A, and no building shall be erected to a height of more than eighty feet above the grade of the street in any district designated B. These restrictions shall not apply to grain or coal elevators or sugar refineries in any district designated A, nor to steeples, domes, towers or cupolas erected for strictly ornamental purposes, of fireproof material, on buildings of the above height or less in any district. The supreme judicial court and the superior court shall each have jurisdiction in equity to enforce the provisions of this act, and to restrain the violation thereof.

*Section 4.* This act shall take effect upon its passage. (Approved May 13, 1904.)

This original act regulating the height of buildings in Boston was modified later in some details but its main provisions are unchanged. It has been tested in the Supreme Court of the United States and upheld. With proper State legislation this appears to open the way for the adoption of differentiated building regulations by American cities.

General laws were adopted later, applying to any city or town in Massachusetts, permitting the regulation of buildings fronting on any parkway, boulevard, or public way bordering on a park.

#### A PROPOSED ORDINANCE REGULATING THE PLANTING, MAINTENANCE, TRIMMING AND REMOVAL OF TREES IN MADISON, WISCONSIN

The common council of the city of Madison do ordain as follows:

*Section 1.* The trees and other vegetation in the streets and public grounds of the city of Madison shall be under the control of a board with the title of Board of Shade Tree Commissioners, said board to consist of the mayor of the city, the city engineer, and the president of the Madison Park and Pleasure

Drive Association and two other citizens of Madison, one to be named by the common council and one by the president of the Madison Park and Pleasure Drive Association. The president of the Madison Park and Pleasure Drive Association shall be president of the said Board of Shade Tree Commissioners.

*Section 2.* The said board of shade tree commissioners shall have authority to direct and regulate the planting, trimming, and preservation of shade and ornamental trees and shrubbery, in the streets of said city; and to appoint a tree warden to superintend and regulate the planting and culture of such trees and shrubbery in said streets, and to perform such other similar duties as said board by its rules and regulations may prescribe. Said board is also authorized to enact such rules and regulations as it may deem proper to carry out the purposes of this act. It shall have general care of all shade and ornamental trees, and the shrubbery growing in the streets of said city and by majority vote may direct the removal of any that it may deem detrimental or undesirable. No shade or ornamental trees growing in the streets of said city, shall be destroyed or removed except by leave in writing, first obtained from the president of said board of shade tree commissioners, the same to be duly countersigned by the tree warden.

*Section 3.* The said board of shade tree commissioners may in its discretion cause suitable shade trees to be planted along and upon any street or any portion thereof, in said city; and may cause to be assessed upon the piece or parcel of land abutting upon such street and benefited by such improvement, the cost of purchasing and planting such trees. The sum so assessed shall not be greater than the amount actually expended for the purchase of such trees and the expense of planting; and any trees that may die within three years after having been so planted, shall be replaced by said board without additional assessment. The said board shall by resolution direct the amount to be assessed against each piece or parcel of land; and such assessment shall be collected and the payment thereof enforced, with, and in like manner as other city taxes are collected, and the payment thereof enforced, and such assessments when collected by the city treasurer, shall be placed by him in the shade tree fund.

*Section 4.* For the purpose of providing necessary funds to meet the expenses of the board of shade tree commissioners, the common council of the said city shall in each year appropriate a reasonable amount of money.

*Section 5.* Any person who violates any provision of this ordinance shall be deemed guilty of a misdemeanor, and upon conviction thereof shall be fined in any sum not to exceed one hundred dollars.

*Section 6.* This ordinance shall take effect and be in force from and after its passage and publication.

W

GERMAN CITY BUILDING REGULATIONS,  
FRANKFORT

Frankfort will soon add nearly twice its present area to ensure ample open space and opportunity for two-family houses at reasonable rent.

A large number of exceptions and special rules exist, but the following are the main regulations:

## IN THE INNER CITY.

Buildings may cover from  $\frac{1}{2}$  to  $\frac{5}{6}$  of the lot and have a maximum height of 20 meters. Usually they may not exceed the width of the street upon which they front by more than two meters.

## IN THE OUTER CITY.

(a) *In the Inner Zone.*

1. The Residence Section.—Buildings must have a minimum intervening space of 3 meters. Maximum height of 18 meters. Maximum number of stories 3, above the ground floor. May be 9 meters high on streets up to 9 meters wide, otherwise may not exceed the width of the street. Building in groups is permitted under certain regulations. Buildings to be used for factories, etc., that are noisy or produce smoke or soot, must be erected at least 20 meters from the lot boundaries and from the street.

2. The Mixed Sections.—The above regulations as to buildings are in force on streets suited for residences, but factories for any ordinary purposes may be erected at a distance of only 10 meters from the lot boundaries and the street.

3. The Factory Section.—Buildings that contain more than one dwelling may not have more than two stories above the ground story.

(b) *In the Outer Zone.*

1. The Residence Section.—Buildings must have a minimum intervening space of 6 meters. Maximum height 18 meters. Maximum number of stories 3, above the ground floor. May be 9 meters high on streets up to 9 meters wide, otherwise may not exceed the width of the street. On certain streets only one or two stories above the ground is permitted. Building in groups is permitted with restrictions. Buildings to be used for factories, etc., which are noisy or produce smoke or soot must be erected at least 40 meters from the lot boundaries and from the street. Rear buildings may not have more than one story above the ground floor.

2. The Mixed Section.—The number of stories of rear buildings is not restricted if they are not used for dwelling purposes, but they may not exceed 15 meters in height. The same regulations in the main as for the inner zone of the outer city.

3. The Factory Section.—Buildings that contain more than one dwelling may not exceed more than two stories above the ground floor.

## THE BASIS OF GERMAN CITY PLANNING PROCEDURE AN EXAMPLE FROM DUESSELDORF

### DATA FOR A GERMAN CITY PLAN.

The city offers to supply surveys and data under the following items:

Plan of city to 1:10000 scale, showing land in possession of city, that owned by other public authorities, and larger plots owned by private individuals.

Special plan of the Ager and Grafenberger Forests, 1:5000 with contours.

City plan 1:15000 with particulars of density of population in the various parts of old Duesseldorf.

City plan 1:15000 with particulars of different building values.

Graphic representation of predicted needs of building land to meet increase in different sections of population till the year 1950.

Results of traffic census at fourteen points in the town.

Daily amount of traffic on the lines of city tramways in 1910.

Journey times and fares from the center of Duesseldorf to the various centers of traffic.

Receipts and expenditure of tramways in comparison with the mileage and passenger traffic.

Recent street building methods. Tramways with their construction.

Compilation of means of providing city with food.

Growth of the town from 1795-1910.

Industrial development according to trades.

Traffic in Duesseldorf harbor, 1795-1910.

Rail goods traffic in Duesseldorf, 1896-1910.

The relation of the number of inhabited estates to the number of dwellings in sixteen large cities.

Density of houses in twenty large cities.

Density of houses in statistical area of Duesseldorf, 1905.

Average rent in statistical area.

Occupied buildings with gardens.

The division of buildings according to size in statistical area.

The scale for residential property in Duesseldorf, 1902-1910.

Direction of wind, compiled from observations in 1909 and 1910.

### GENERAL REQUIREMENTS OF THE NEW CITY PLAN.

The conditions for the new city plan are stated as follows: The plan must satisfy the needs of traffic, public health, administration, and beauty. The scheme of buildings now existing in the district of Duesseldorf to be retained as far as possible in the suggested plan. Revision is, however, not

forbidden, and the competitors must decide to what extent re-building is necessitated by their schemes. The designs must contain suggestions for the extension and supplementing of existing streets and communication systems, tramways, city and general railways. Further, there must be designated in the plan sites for the provision of dwellings and centers of industry, having regard to the conditions governing each road and water communications, points of the compass, prevailing winds, parks, and forest lands. The scheme of roads, tramways, and city railways, as well as general railways, should extend to Kaiserwerth and Ratingen in the north, Hilden in the east, Benrath in the south, and Nensz in the west. The proposed traffic arrangements should be so laid out as to allow of a possible linking up by streets and railways with the surrounding large cities, Duisburg, Essen, Elberfeld, Gladbach, Rheydt, Crefeld. Suggestions are to be shown for the provision of open spaces in the city of Duesseldorf, and in the lesser and greater district extension; in the greater, however, only where serving as a connection of the forest and meadow lands already existing in it, which the commons of the other two districts allow.

#### SPECIFIC REQUIREMENTS OF THE CITY PLAN.

The following ten points are to be observed and provided for in the new city plan:

(1) The principal commercial streets from the city into the country are to be considered the groundwork of the plan. A future supplementing of this main network with new streets is to be assumed. The main streets must be wide enough for tramways and their construction over and under the future fast trains, high level and underground railways must be provided for. The necessity for further bridges over the Rhine in the future is to be borne in mind.

(2) Boulevards and promenades, that must be as free from through traffic as possible, must be provided for between the open spaces. Hereto belong also the streets on the Rhine to north and south of the city, in the setting out of which the fixed water line is to be taken into account. This is to be noted in connection with the centers of industry.

(3) Necessary cutting through and widening of streets for improved connection of the streets named in (1) with the inner city are to be shown.

(4) Proposals must be made for the division of the city into residential and industrial centers, whereby a revised distribution of the city divisions in the several classes and zones of buildings become possible. In arranging the industrial centers, good railway communication and direct or indirect communication by means of railway with the Rhine should be considered. New harbor basins must be foreshadowed.

The separation of the industrial from the residential quarters by park and woodland should be aimed at.

Residential quarters, with dwellings suitable for the various classes of the inhabitants, detached houses, terrace houses, small and large blocks of dwellings, as well as plans for open and enclosed places, to be provided for, in addition to existing buildings, to such an extent as to meet the requirements of the increasing population until the year 1930. Graphic representation of the increase in occupation of land for buildings predicted to 1950, compiled from the Duesseldorf Statistical Office is submitted.

By regulating the widths of streets and depths of building blocks, wholesome conditions of living are produced. At the same time the ground should be apportioned carefully, and nothing allowed to go by chance. Low buildings are to be recommended. Suggestions may also be indicated for new suburbs in the larger district easily accessible by tram.

(5) The position of the principal railways is detrimental to the further development of the city at different points. It should be considered in what way this disadvantage can best be overcome, especially how far the numerous crossings over can be done away with.

Increase of the present insufficient accommodation for traffic at the principal railway-station is to be aimed at, so that an increased amount can be dealt with.

The railway system around Duesseldorf is to be supplemented with a main line bridging the Rhine to the north of the city.

The suggested alterations and extensions of the railways need only be roughly sketched out on plan, but must be accompanied by explanatory notes.

(6) Suggestions are to be made for the introduction of a contemplated line of railway from Cologne, and from the industrial district, for the connecting up of these two lines with each other, and with the line to Crefeld.

(7) Sites as large and convenient as possible, supplementing those existing, to be allotted for wood, park and meadow land, as well as for exhibition purposes, aviation, games and sports.

The rivulet valley, not yet built on, must be especially taken into consideration. First to be considered for the new schemes are those lands in possession of the city, then those belonging to the other public authorities, and, lastly, larger pieces possessed by private individuals.

(8) The city entertains the project of erecting a new City Hall in the quarter between Stiftsplatz and Schulstrasse Platz. The required area is 18,000 square meters of enclosed courts, in extent, and provision must be made for a possible extension in the future. The market place is, if possible, to remain on its present site.

(9) The requisite sites, Plätze, must be provided for: an arts and crafts school building of about 2,200 square meters site area; a museum of about

5,000 square meters extent, large concert-house of about 5,000 square meters extent, with proportionately large garden; and a city theater to seat 2,000. Further, schemes must be thought out for supplying the city at one or more points with market halls for food, coming into Duesseldorf by rail, ship, or other conveyances from the southern city centers and from parts to the west and southwest of the city. Further, a place for a new slaughterhouse, about the size of the existing one, is to be provided.

Among other public buildings of the first importance there will be primary, secondary, and elementary schools, and in this connection it must be borne in mind that for every 5,000 inhabitants there must be an elementary school of fourteen classes, seven for boys and seven for girls. Then baths, conveniently grouped with the public libraries, reading-rooms, savings bank branches, etc. An effort should be made to place conveniently the various sports grounds in relation to the different localities, as mentioned in (4). Sites for all public buildings must be chosen so far as is possible from land in the possession of the town.

(10) The suggestions made, especially those in relation to traffic, the disposition of extended industrial and residential quarters, the division of the latter into the several classes of buildings, and also the placing and grouping of public buildings and any point which seems of importance to the author should be discussed in a short explanatory report.

## EXTRACTS FROM THE ENGLISH HOUSING AND TOWN PLANNING, ETC., ACT, 1909

### PART II

#### TOWN PLANNING

54. (1) A town planning scheme may be made in accordance with the provisions of this Part of this Act as respects any land which is in course of development or appears likely to be used for building purposes, with the general object of securing proper sanitary conditions, amenity, and convenience in connection with the laying out and use of the land, and of any neighboring lands.

(2) The Local Government Board may authorize a local authority within the meaning of this Part of this Act to prepare such a town planning scheme with reference to any land within or in the neighborhood of their area, if the authority satisfy the Board that there is a *prima facie* case for making such a scheme, or may authorize a local authority to adopt, with or without any modifications, any such scheme proposed by all or any of the owners of any

land with respect to which the local authority might themselves have been authorized to prepare a scheme.

(3) Where it is made to appear to the Local Government Board that a piece of land already built upon, or a piece of land not likely to be used for building purposes, is so situated with respect to any land likely to be used for building purposes, that it ought to be included in any town planning scheme made with respect to the last-mentioned land, the Board may authorize the preparation or adoption of a scheme including such piece of land as aforesaid, and providing for the demolition or alteration of any buildings thereon so far as may be necessary for carrying the scheme into effect.

(4) A town planning scheme prepared or adopted by a local authority shall not have effect, unless it is approved by order of the Local Government Board, and the Board may refuse to approve any scheme except with such modifications and subject to such conditions as they think fit to impose:

Provided that, before a town planning scheme is approved by the Local Government Board, notice of their intention to do so shall be published in the *London or Edinburgh Gazette*, as the case may be, and, if within twenty-one days from the date of such publication any person or authority interested objects in the prescribed manner, the draft of the order shall be laid before each House of Parliament for a period of not less than thirty days during the session of Parliament, and, if either of those Houses before the expiration of those thirty days presents an address to His Majesty against the draft or any part thereof, no further proceedings shall be taken thereon; without prejudice to the making of any new draft scheme.

(5) A town planning scheme, when approved by the Local Government Board, shall have effect as if it were enacted in this Act.

(6) A town planning scheme may be varied or revoked by a subsequent scheme prepared or adopted and approved in accordance with this part of this Act, and the Local Government Board, on the application of the responsible authority, or of any other person appearing to them to be interested, may by order revoke a town planning scheme if they think that under the special circumstances of the case the scheme should be so revoked.

(7) The expression, "land likely to be used for building purposes," shall include any land likely to be used as, or for the purpose of providing, open spaces, roads, streets, parks, pleasure or recreation grounds, or for the purpose of executing any work upon or under the land incidental to a town planning scheme, whether in the nature of a building work or not, and the decision of the Local Government Board, whether land is likely to be used for building purposes or not, shall be final.

55. (1) The Local Government Board may prescribe a set of general provisions (or separate sets of general provisions adapted for areas of any special character) for carrying out the general objects of town planning schemes,

and in particular for dealing with the matters set out in the Fourth Schedule to this Act, and the general provisions, or set of general provisions appropriate to the area for which a town planning scheme is made, shall take effect as part of every scheme, except so far as provision is made by the scheme as approved by the Board for the variation or exclusion of any of those provisions.

(2) Special provisions shall in addition be inserted in every town planning scheme defining in such manner as may be prescribed by regulations under this Part of this Act the area to which the scheme is to apply, and the authority who are to be responsible for enforcing the observance of the scheme, and for the execution of any works which under the scheme or this Part of this Act are to be executed by a local authority (in this Part of this Act referred to as the responsible authority), and providing for any matters which may be dealt with by general provisions, and otherwise supplementing, excluding, or varying the general provisions, and also for dealing with any special circumstances or contingencies for which adequate provision is not made by the general provisions, and for suspending, so far as necessary for the proper carrying out of the scheme any statutory enactments, by-laws, regulations, or other provisions, under whatever authority made, which are in operation in the area included in the scheme:

Provided that, where the scheme contains provisions suspending any enactment contained in a public general Act, the scheme shall not come into force unless a draft thereof has been laid before each House of Parliament for a period of not less than forty days during the session of Parliament, and, if either of those Houses before the expiration of those forty days presents an Address to His Majesty against the proposed suspension no further proceedings shall be taken on the draft, without prejudice to the making of any new scheme.

(3) Where land included in a town planning scheme is in the area of more than one local authority, or is in the area of a local authority by whom the scheme was not prepared, the responsible authority may be one of those local authorities, or for certain purposes of the scheme one local authority and for certain purposes another local authority, or a joint body constituted specially for the purpose by the scheme, and all necessary provisions may be made by the scheme for constituting the joint body and giving them the necessary powers and duties:

Provided that, except with the consent of the London County Council, no other local authority shall, as respects any land in the county of London, prepare or be responsible for enforcing the observance of a town planning scheme under this Part of this Act, or for the execution of any works which under the scheme or this Part of this Act are to be executed by a local authority.

56. (1) The Local Government Board may make regulations for regulating generally the procedure to be adopted with respect to applications for authority to prepare or adopt a town planning scheme, the preparation of the scheme, obtaining the approval of the Board to a scheme so prepared or adopted, and any inquiries, reports, notices, or other matters required in connection with the preparation or adoption or the approval of the scheme or preliminary thereto, or in relation to the carrying out of the scheme or enforcing the observance of the provisions thereof.

(2) Provision shall be made by those regulations:

(a) for securing coöperation on the part of the local authority with the owners and other persons interested in the land proposed to be included in the scheme at every stage of the proceedings, by means of conferences and such other means as may be provided by the regulations;

(b) for securing that notice of the proposal to prepare or adopt the scheme should be given at the earliest stage possible to any council interested in the land; and

(c) for dealing with the other matters mentioned in the Fifth Schedule to this Act.

57. (1) The responsible authority may at any time, after giving such notice as may be provided by a town planning scheme and in accordance with the provisions of the scheme:

(a) remove, pull down, or alter any building or other work in the area included in the scheme which is such as to contravene the scheme, or in the erection or carrying out of which any provision of the scheme has not been complied with; or

(b) execute any work which it is the duty of any person to execute under the scheme in any case where it appears to the authority that delay in the execution of the work would prejudice the efficient operation of the scheme.

(2) Any expenses incurred by a responsible authority under this section may be recovered from the persons in default in such manner and subject to such conditions as may be provided by the scheme.

(3) If any question arises whether any building or work contravenes a town planning scheme, or whether any provision of a town planning scheme is not complied with in the erection or carrying out of any such building or work, that question shall be referred to the Local Government Board, and shall, unless the parties otherwise agree, be determined by the Board as arbitrators and the decision of the Board shall be final and conclusive and binding on all persons.

58. (1) Any person whose property is injuriously affected by the making of a town planning scheme shall, if he makes a claim for the purpose within the time (if any) limited by the scheme, not being less than three months after the date when notice of the approval of the scheme is published in the

manner prescribed by regulations made by the Local Government Board, be entitled to obtain compensation in respect thereof from the responsible authority.

(2) A person shall not be entitled to obtain compensation under this section on account of any building erected on, or contract made or other thing done with respect to, land included in a scheme, after the time at which the application for authority to prepare the scheme was made, or after such other time as the Local Government Board may fix for the purpose:

Provided that this provision shall not apply as respects any work done before the date of the approval of the scheme for the purpose of finishing a building begun or of carrying out a contract entered into before the application was made.

(3) Where, by the making of any town planning scheme, any property is increased in value, the responsible authority, if they make a claim for the purpose within the time (if any) limited by the scheme (not being less than three months after the date when notice of the approval of the scheme is first published in the manner prescribed by regulations made by the Local Government Board), shall be entitled to recover from any person whose property is so increased in value one-half of the amount of that increase.

(4) Any question as to whether any property is injuriously affected or increased in value within the meaning of this section, and as to the amount and manner of payment (whether by installments or otherwise) of the sum which is to be paid as compensation under this section or which the responsible authority are entitled to recover from a person whose property is increased in value, shall be determined by the arbitration of a single arbitrator appointed by the Local Government Board, unless the parties agree on some other method of determination.

(5) Any amount due under this section as compensation to a person aggrieved from a responsible authority, or to a responsible authority from a person whose property is increased in value may be recovered summarily as a civil debt.

(6) Where a town planning scheme is revoked by an order of the Local Government Board under this Act, any person who has incurred expenditure for the purpose of complying with the scheme shall be entitled to compensation in accordance with this section in so far as any such expenditure is rendered abortive by reason of the revocation of the scheme.

59. (1) Where property is alleged to be injuriously affected by reason of any provisions contained in a town planning scheme, no compensation shall be paid in respect thereof if, or so far as, the provisions are such as would have been enforceable if they had been contained in by-laws made by the local authority.

(2) Property shall not be deemed to be injuriously affected by reason of

the making of any provisions inserted in a town planning scheme, which, with a view to securing the amenity of the area included in the scheme or any part thereof, prescribe the space about buildings or limit the number of buildings to be erected, or prescribe the height or character of buildings, and which the Local Government Board, having regard to the nature and situation of the land affected by the provisions, consider reasonable for the purpose.

(3) Where a person is entitled to compensation under this Part of this Act in respect of any matter or thing, and he would be entitled to compensation in respect of the same matter or thing under any other enactment, he shall not be entitled to compensation in respect of that matter or thing both under this Act and under that other enactment, and shall not be entitled to any greater compensation under this Act than he would be entitled to under the other enactment.

60. (1) The responsible authority may, for the purpose of a town planning scheme, purchase any land comprised in such scheme by agreement, or be authorized to purchase any such land compulsorily in the same manner and subject to the same provisions (including any provision authorizing the Local Government Board to give directions as to the payment and application of any purchase money or compensation) as a local authority may purchase or be authorized to purchase land situate in an urban district for the purposes of Part III, of the Housing of the Working Classes Act, 1890, as amended by sections two and forty-five of this Act.

(2) Where land included within the area of a local authority is comprised in a town planning scheme, and the local authority are not the responsible authority, the local authority may purchase or be authorized to purchase that land in the manner as the responsible authority.

61. (1) If the Local Government Board are satisfied on any representation, after holding a public local inquiry, that a local authority:

(a) have failed to take the requisite steps for having a satisfactory town planning scheme prepared and approved in a case where a town planning scheme ought to be made; or

(b) have failed to adopt any scheme proposed by owners of any land in a case where the scheme ought to be adopted; or

(c) have unreasonably refused to consent to any modifications or conditions imposed by the Board; the Board may, as the case requires, order the local authority to prepare and submit for the approval of the Board such a town planning scheme, or to adopt the scheme, or to consent to the modifications or conditions so inserted:

Provided that, where the representation is that a local authority have failed to adopt a scheme, the Local Government Board, in lieu of making such an order as aforesaid, may approve the proposed scheme, subject to such modifications or conditions, if any, as the Board think fit, and thereupon the scheme

shall have effect as if it had been adopted by the local authority and approved by the Board.

(2) If the Local Government Board are satisfied on any representation, after holding a local inquiry, that a responsible authority have failed to enforce effectively the observance of a scheme which has been confirmed, or any provisions thereof, or to execute any works which under the scheme or this Part of this Act the authority is required to execute, the Board may order that authority to do all things necessary for enforcing the observance of the scheme or any provisions thereof effectively, or for executing any works which under the scheme or this Part of this Act the authority is required to execute.

(3) Any order under this section may be enforced by mandamus.

66. (1) This Part of this Act shall apply to the administrative county of London, and, as respects that county, the London County Council shall be the local authority.

(2) Any expenses incurred by the London County Council shall be defrayed out of the general county rate and any money may be borrowed by the Council in the same manner as money may be borrowed for general county purposes.

67. This Part of this Act shall apply to Scotland subject to [certain] modifications.

#### PART IV

#### *SUPPLEMENTAL*

73. (1) Where any scheme or order under the Housing Acts or Part II of this Act authorizes the acquisition or appropriation to any other purpose of any land forming part of any common, open space, or allotment, the scheme or order, so far as it relates to the acquisition or appropriation of such land, shall be provisional only, and shall not have effect unless and until it is confirmed by Parliament, except where the scheme or order provides for giving in exchange for such land other land, not being less in area, certified by the Local Government Board after consultation with the Board of Agriculture and Fisheries to be equally advantageous to the persons, if any, entitled to commonable or other rights and to the public.

(2) Before giving any such certificate the Board shall give public notice of the proposed exchange, and shall afford opportunities to all persons interested to make representations and objections in relation thereto, and shall, if necessary, hold a local inquiry on the subject.

(3) Where any such scheme or order authorizes such an exchange, the scheme or order shall provide for vesting the land given in exchange in the persons in whom the common or open space was vested, subject to the same rights, trusts, and incidents as attached to the common or open space, and for

discharging the part of the common, open space, or allotment acquired or appropriated from all rights, trusts, and incidents to which it was previously subject.

(4) For the purposes of this Act the expression "common" shall include any land subject to be enclosed under the Inclosure Acts, 1845 to 1882, and any town or village green; the expression "open space" means any land laid out as a public garden or used for the purposes of public recreation, and any disused burial ground; and the expression "allotment" means any allotment set out as a fuel allotment or a field garden allotment under an Inclosure Act.

74. (1) Where any land proposed to be included in any scheme or order to be made under the Housing Acts or Part II of this Act, or any land proposed to be acquired under the Housing Acts or Part II of this Act, is situate within the prescribed distance from any of the royal palaces or parks, the local authority shall, before preparing the scheme or order or acquiring the land, communicate with the Commissioners of Works, and the Local Government Board, shall, before confirming the scheme or order or authorizing the acquisition of the land or the raising of any loan for the purpose, take into consideration any recommendations they may have received from the Commissioners of Works with reference to the proposal.

(2) For the purposes of this section "prescribed" means prescribed by regulations made by the Local Government Board after consultation with the Commissioners of Works.

75. The enactments mentioned in the Sixth Schedule to this Act are hereby repealed to the extent specified in the third column of that schedule.

76. (1) This Act may be cited as the Housing, Town Planning, etc., Act, 1909, and Part I of this Act shall be construed as one with the Housing of the Working Classes Acts, 1890 to 1903, and that Part of this Act and those Acts may be cited together as the Housing of the Working Classes Acts, 1890 to 1909.

(2) This Act shall not extend to Ireland.

#### *FOURTH SCHEDULE*

Matters to be dealt with by General Provisions Prescribed by the Local Government Board.

1. Streets, roads, and other ways, and stopping up, or diversion of existing highways.
2. Buildings, structures, and erections.
3. Open spaces, private and public.
4. The preservation of objects of historical interest or natural beauty.
5. Sewerage, drainage, and sewage disposal.

6. Lighting.
7. Water supply.
8. Ancillary or consequential works.
9. Extinction or variation of private rights of way and other assessments.
10. Dealing with or disposal of land acquired by the responsible authority or by a local authority.
11. Power of entry and inspection.
12. Power of the responsible authority to remove, alter, or demolish any obstructive work.
13. Power of the responsible authority to make agreements with owners, and of owners to make agreements with one another.
14. Power of the responsible authority or a local authority to accept any money or property for the furtherance of the object of any town planning scheme, and provision for regulating the administration of any such money or property and for the exemption of any assurance with respect to money or property so accepted from enrollment under the Mortmain and Charitable Uses Act, 1888.
15. Application with the necessary modifications and adaptations of statutory enactments.
16. Carrying out and supplementing the provisions of this Act for enforcing schemes.
17. Limitation of time for operation of scheme.
18. Coöperation of the responsible authority with the owners of land included in the scheme or other persons interested by means of conferences, etc.
19. Charging on the inheritance of any land the value of which is increased by the operation of a town planning scheme the sum required to be paid in respect of that increase, and for that purpose applying, with the necessary adaptations, the provisions of any enactments dealing with charges for improvements of land.

## RESOLVE TO PROVIDE FOR THE APPOINTMENT OF A METROPOLITAN PLAN COMMISSION

### Chapter 84, Massachusetts Resolves of 1911.

*Resolved,* That the governor, with the advice and consent of the council, shall appoint three persons, each to serve until the first day of January, nineteen hundred and twelve, who shall constitute a commission for the purpose hereinafter stated, and who shall be known as the Metropolitan Plan Commission. The members of said commission shall receive no compensation for their services. It shall be the duty of the said commission to make such investigations into the matter of a metropolitan plan for the metropolitan dis-

trict as defined in chapter four hundred and seven of the acts of the year eighteen hundred and ninety-three and acts in amendment thereof and in addition thereto, as will enable the commission to report to the general court, on or before January first, nineteen hundred and twelve, upon the feasibility of such a plan, together with such recommendations as it may see fit to make relative to the manner in which such a plan should be carried out. A metropolitan plan, as the term is used in this resolve, shall mean a plan for coordinating civic development. The commission shall have no right or power to report or recommend any change in the form of government in any of the cities or towns in the said metropolitan district as defined in said chapter four hundred and seven of the acts of the year eighteen hundred and ninety-three and amendments thereof and additions thereto. [*Approved May 27, 1911.*]

## MASSACHUSETTS ACT TO ESTABLISH A METROPOLITAN PLANNING BOARD

Presented to the Legislature January, 1912

*Be it enacted, etc., as follows:*

*Section 1.* The governor, by and with the consent of the council, shall appoint three persons, and the mayor of Boston shall appoint two persons, who shall constitute a board to be known as the Metropolitan Planning Board. The members of said board shall hold office for terms of five years each beginning with the first Monday in May in the year nineteen hundred and twelve. Upon the expiration of the terms of the members so first appointed the governor shall appoint three members, one to serve for five years, one for three years and one for one year, and the mayor shall appoint two members, one to serve for four years and one for two years. Thereafter the respective appointments by the governor and mayor shall be for terms of five years. The governor shall appoint the chairman of the said board.

*Section 2.* The jurisdiction and powers of said board shall extend to and may be exercised in the cities of Boston, Cambridge, Chelsea, Everett, Lynn, Malden, Medford, Melrose, Newton, Quincy, Somerville, Waltham, and Woburn, and in the towns of Arlington, Belmont, Braintree, Brookline, Canton, Cohasset, Dedham, Dover, Hingham, Hull, Milton, Nahant, Needham, Revere, Saugus, Stoneham, Swampscott, Wakefield, Watertown, Wellesley, Weston, Westwood, Weymouth, Winchester and Winthrop, and the said cities and towns together with any others that may be included by subsequent legislation shall constitute the metropolitan district within the meaning of this act.

*Section 3.* Except as hereinafter expressly provided nothing in this act shall be construed as affecting the powers now vested by law in any public authority.

*Section 4.* Duties and powers of the said board:

(a) It shall be the duty of the said board to make or obtain surveys of the metropolitan district as herein defined, and for the purpose of making such surveys it shall have the right to do all reasonable and necessary acts.

(b) It shall be the duty of the said board to make a comprehensive plan or series of plans for the present and probable future requirements of the metropolitan district in respect to a system of traffic thoroughfares and other main highways, transportation facilities of every sort suitably coördinated, sites for public buildings, parks, playgrounds and other public uses, and any and all public improvements tending to the advantage of the metropolitan district as a place of business and of residence.

(c) It shall be the duty of the said board to study and, in its discretion, it may recommend such legislation applicable to the metropolitan district as will facilitate the prevention and relief of congestion of population and of traffic, the better control of fire hazard, the better distribution of areas and of buildings for the purposes of residence, manufacturing, trade and transportation, the preservation of the natural and historic features of the district, the beautifying thereof, the coördination of transportation facilities, the best method of financing and assessing the cost of public improvements or any other matter relating to a coördinated civic development within the said metropolitan district.

(d) It shall be the duty of the said board to examine and make public reports upon all plans directly affecting the metropolitan district or more than one city or town therein made under authority of law, and for the purpose of such examination it shall be the duty of any existing public authority before making any contract or agreement for the execution of plans of character aforesaid for any public improvements within the metropolitan district to inform the Metropolitan Planning Board as to such plans and give the said board reasonable opportunity for examining the same. The said reports may specifically approve or disapprove of said plans in whole or in part as the said board may by its examination determine, and shall state the reasons for such approval or disapproval. Wherever it is possible and desirable to effect a coördination of the plans for improvements within the said metropolitan district of two or more agencies, whether now existing or hereafter created and with local or general jurisdiction, it shall be the duty of the said board to seek to effect such a coördination.

(e) If in the opinion of the said board any plan for a public improvement proposed for execution by the legally constituted authority in any county, city or town within the district conflicts with some existing or proposed public

improvement of metropolitan character, the board shall so inform the executive of the said county, city or town, whereupon the said county, city or town may abandon the proposed improvement, or shall execute the same in accordance with the plan of the said Metropolitan Planning Board, or shall postpone action upon the question of execution for not less than one year, after which such lawful action may be taken as the said county, city or town through its legally constituted authority may deem expedient.

(f) The said board shall have the power when so requested by the authorities of any county, city or town within the said metropolitan district to furnish assistance for the making of plans or specifications or the supervision of the execution of public works at the cost of such assistance or supervision.

(g) The board may place the question of the execution of any given metropolitan improvement within the limits of the metropolitan district before the government of each political unit in which such improvement is physically situated, and before any succeeding government in its discretion. It shall present estimates of cost with any plans for improvements whenever the question of execution is placed before public authorities. Every proposed improvement or any part thereof when accepted by the government of the municipal unit in which it is situated, or by any other constituted authority having power to make such improvement, or part thereof, shall be executed by such government or authority whether now existing or hereafter created.

*Section 5.* The approval by the board of any plan or plans accepted by municipal authorities or boards of county commissioners or submitted to said Metropolitan Planning Board as hereinbefore provided, may in set terms designate and classify the improvements therein shown or any portions of them as ordinary or extraordinary metropolitan improvements. The cost of ordinary metropolitan improvements executed under the provisions of this act shall be paid as follows: sixty-five per cent. by the municipality or municipalities in which the improvement is physically situated; twenty-five per cent. by the remaining cities and towns constituting the said district in proportions determined by the commission appointed by the supreme judicial court as hereinafter provided and ten per cent. by the commonwealth. The cost of extraordinary metropolitan improvements executed under the provisions of this act shall be paid as follows: such proportion thereof, not exceeding sixty-five per cent., as may be determined by the said commission appointed by the supreme judicial court as aforesaid, by the municipality or municipalities in which the improvement is physically situated; such amount, not less than twenty-five per cent. thereof, as may be determined by the aforesaid commission by the remaining cities and towns constituting the said district, in proportions determined as aforesaid and ten per cent. by the commonwealth.

*Section 6.* To meet the cost of the improvements executed in accordance with the provisions of this act, the treasurer and receiver general shall upon

application of the Metropolitan Planning Board, issue scrip or certificates of debt in the name and on behalf of the commonwealth and under its seal to the amount annually necessary for five years from the date of the first of such applications. In no one year shall the proportion to be paid by the commonwealth as its part in the expenses authorized by section five of this act exceed five hundred thousand dollars and the amount of scrip or certificates of debt issued in any one year as aforesaid shall be limited accordingly. All loans issued by the commonwealth in accordance herewith shall be serial loans and shall be made payable in annual installments in the manner authorized by section thirteen of chapter twenty-seven of the Revised Laws as amended by section one of chapter three hundred and forty-one of the acts of the year nineteen hundred and eight. Such scrip or certificates of debt shall be designated on the face as the Metropolitan Planning Board Loan, shall be countersigned by the governor, and shall be deemed a pledge of the faith and credit of the commonwealth, and the principal and interest shall be paid at the times specified therein in gold coin of the United States; and said scrip or certificates of debt shall be sold and disposed of at public auction or in such other mode and at such times and prices, and in such amounts and at such rates of interest as the governor and council shall deem best. Any premium realized on the sale of said scrip or certificates of debt shall be applied to the payment of the interest on said loan as it accrues.

*Section 7.* The supreme judicial court sitting in equity shall in the year nineteen hundred and twelve and every year thereafter on the application of the Metropolitan Planning Board, or of the attorney of any of the cities or towns in the metropolitan district, and after notice to each of said cities and towns, appoint three commissioners, neither of whom shall be a resident of any of said cities or towns, who shall, after such notice and hearing as they shall deem just and equitable, determine the proportions in which each of said cities and towns shall pay money into the treasury of the commonwealth for the year following that in which the application is made to meet the interest, serial loan requirements, expenses, including the expenses of administration, and cost for such year. Said commission shall make such apportionment on or before the first day of March in each year. The said commissioners shall determine the several amounts to be paid by the cities and towns of the metropolitan district other than those in which ordinary or extraordinary improvements are situated to the aggregate amount of twenty-five per cent. of the total cost of improvements classified as ordinary. In the case of improvements classified as extraordinary, they shall also determine how far, if at all, the proportion of the total cost of such improvements to be paid by the municipalities in which they are physically situated shall be reduced below sixty-five per cent. and correspondingly increased as regards some or all of the remaining municipalities comprising the metropolitan

district. The proportion to be ultimately payable by the commonwealth shall be ten per cent. of the total cost whether for ordinary or extraordinary improvements. The amounts severally to be paid by the separate municipalities shall be apportioned by the said commissioners on the basis of benefit in each case and with due account of population, valuation and any other thing which, in the opinion of the said commission, should affect the said proportional contributions: *provided, however*, that nothing herein shall be construed to change the apportionment of the cost for public improvements to which the commonwealth already contributes under existing laws.

*Section 8.* Said board may appoint such office and technical assistants as it deems necessary to carry out the purposes of this act. It shall determine the duties and compensations of such appointees and remove them at pleasure. It shall be supplied with a suitable office or offices for its work and for its maps, plans, documents and records. The chairman of the said board shall receive a salary of ten thousand dollars a year and each of the other four members thereof shall receive a salary of one thousand dollars a year. The salaries of the commissioners and their appointees and the expenses of administration shall be paid from the treasury of the commonwealth and shall be thereafter assessed ninety per cent. thereof upon the cities and towns of the metropolitan district as herein defined in proportions to be determined by a commission appointed by the supreme judicial court sitting in equity as hereinbefore provided and ten per cent. by the commonwealth. On or before the second Wednesday of January in each year said board shall make a report in print of its proceedings to the general court together with a full statement of its receipts and disbursements, and the said board may make such additional reports in print or otherwise from time to time as it may deem expedient.

*Section 9.* The treasurer of the commonwealth shall in the year nineteen hundred and twelve and in each year thereafter estimate, in accordance with the proportions determined and returned as aforesaid, the several amounts required during the year beginning with the first day of January from the cities and towns aforesaid, to meet said interest, serial loan requirements, salaries, expenses, including expenses of administration and cost for each year, and deficiency, if any, and shall include the amount required from a city or town in, and make it a part of, the sum to be paid by such city or town as its annual state tax and the same shall be paid by the city or town into the treasury of the commonwealth at the time required for the payment, and as a part of its state tax.

*Section 10.* This act shall take effect upon its passage so far as it affects the appointment of the members of the Metropolitan Planning Board and in all other respects this act shall take effect on the first day of \_\_\_\_\_ nineteen hundred and twelve.

## SALIENT FEATURES OF A PROPOSED TENEMENT HOUSE BY-LAW FOR MASSACHUSETTS TOWNS, 1912<sup>1</sup>

### DEFINITIONS.

#### *Tenement House.*

A "tenement house" is any house or building, or portion thereof, which is rented, leased, let or hired out, to be occupied, or is occupied, or is intended, arranged or designed to be occupied as the home or residence of two or more families (a family may consist of one or more persons), living independently of each other and having a common right in the halls, stairways, yard, cellar, sinks, water closets or privies, or any of them, and includes lodging and boarding houses, apartment houses, and flat houses. Dwelling houses built in continuous rows of more than two houses, occupied or intended, arranged or designed to be occupied as the home or residence of one family or more having a common right in or using in common the halls, stairways, yards, cellars, sinks, water closets or privies, or any of them, shall be deemed to be tenement houses and shall be subject to all the provisions of this act.

#### *Nuisance.*

The word "nuisance" shall be held to embrace public nuisance as known at common law or in equity jurisprudence; and it is further enacted that whatever is dangerous to human life or detrimental to health; whatever building or erection, or part or cellar thereof, is overcrowded with occupants, or is not provided with adequate ingress and egress to and from the same, or the apartments thereof, or is not sufficiently supported, ventilated, sewerred, drained, cleaned or lighted, in reference to their or its intended or actual use; and whatever renders the air or human food or drink unwholesome, are also severally in contemplation of this act, nuisances: and all such nuisances are hereby declared unlawful.

### NEW BUILDINGS.

No tenement house shall occupy more than sixty-five per cent. of a corner lot nor more than fifty per cent. of any other lot.

Frame tenement houses must have at least ten feet between their side walls and the line of any adjoining lot, nor can they be placed nearer than twenty feet to the wall of any other building.

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<sup>1</sup> This tenement house by-law does not touch the single house, the workingman's home. It does not touch the two-family house unless both families use the same hall or cellar or toilet, etc. It does prevent the erection of that invention of the land shark, the shyster architect and the jerry-builder, known as the three-decker.

No tenement house shall exceed in height the width of the widest street upon which it stands, unless it be set back from the street a distance equal to any such excess; nor shall it in any case exceed four stories.

Behind every tenement house there must be a yard extending across the full width of the lot at least twenty-five feet deep.

Every tenement house must have an unobstructed frontage on a street.

Every room must have a window to the outer air and the window area must be at least one-seventh of the floor area of the room.

There must be access to every living room and bedroom and to one water closet without passing through a bedroom.

Halls must be well ventilated and light enough to read twelve point type in the daytime.

No room in basement or cellar shall be used for living purposes.

Every apartment in a tenement house shall have within it a sink and a water closet provided with running water.

No tenement house can be more than two and one-half stories high, nor can it be occupied by more than two families unless it is fireproof. Every tenement house must have two independent flights of stairs leading from entrance floor to the top story. The roof and the sides of dormer windows must be covered with incombustible material.

Certain improvements must be made in tenement houses erected prior to the acceptance of this by-law, *e. g.*:

No room shall be occupied for living purposes unless it has a window opening to the outer air.

Wherever a connection with a sewer is possible privy vaults must be removed and water closets provided inside the house.

Water closets shall not be permitted in the cellar.

Water shall be supplied in every apartment.

All frame buildings three stories or more in height must be provided with fireproof stairways or fireproof fire escapes.

#### ALTERATIONS.

No old tenement house shall at any time be altered so to be in violation of the requirements for new buildings except in a few unimportant particulars.

#### MAINTENANCE.

The owner shall be responsible for the cleanliness of his tenement houses.

The owner shall provide and maintain suitable covered, water-tight receptacles for ashes, rubbish, garbage, refuse, etc.

If a room in a tenement house is overcrowded the board of health may order the number of persons living or sleeping in it to be reduced so there

shall be not less than four hundred cubic feet of air to each adult and three hundred cubic feet to each child under twelve years of age occupying such room.

The board of health shall have power to abate nuisances, and to vacate infected tenement houses or those which for any reason are dangerous to life or health.

ACTS OF ASSEMBLY OF THE STATE OF PENNSYLVANIA  
RELATING TO THE CITY PLAN AND CONDEMNATION  
OF PRIVATE PROPERTY FOR PUBLIC USE

ACT OF ASSEMBLY, APRIL 21, 1855.

"It shall be the duty of councils, under the supervision of the president of the said board, to cause to be completed by the District Surveyors from time to time, a survey and plans of the city plot not already surveyed, one copy of which plans shall be filed in the office of said board and the other in the office of the proper district surveyor, and in like manner existing plans may be revised and altered."

ACT OF ASSEMBLY, JUNE 6, 1871.

"The board of surveyors of the City of Philadelphia, as appointed and constituted under acts of assembly, be and the same are hereby invested with full authority to examine and finally confirm or reject all plans of surveys or revisions of plans of the City of Philadelphia when the same have been made by direction of the select and common councils of the said city; and for the purpose of enabling the said board to carry out the intent of this act they are hereby authorized, through their presiding officer, to administer oaths and affirmations and hear testimony, and shall use a seal for official papers."

ACT OF ASSEMBLY, DECEMBER 27, 1871.

"It shall not be lawful to erect any building upon any of the streets laid out on the plans of the city, after said plans have been confirmed; and when said streets are ordered to be opened buildings erected upon them since their confirmation shall be removed at the expense of the owner and without any damages being paid therefor."

ACT OF ASSEMBLY, APRIL 21, 1855.

"Whenever councils shall deem the public exigency to demand it they may order by ordinance any street laid upon any of the public plans of the city to be opened giving three months' notice thereof to the owner; where-

upon, any of the owners whose ground will be taken by such street, may forthwith petition the Court of Quarter Sessions to assess the damages which such owners may sustain by the opening of such street; and if the same be not paid within one year, may sue the city for the recovery thereof."

ACT OF ASSEMBLY, FEBRUARY 2, 1854.

"It shall be the duty of the city councils to obtain by dedication or purchase, within the limits of the said city, an adequate number of squares or other areas of ground, convenient of access to all its inhabitants, and lay out and maintain such squares, for the health and enjoyment of the people forever."

ACT OF ASSEMBLY, APRIL 21, 1855.

"Whenever councils shall deem the public exigency to demand it, they may order by ordinance any street laid upon any of the public plans of the city to be opened giving three months' notice thereof to the owner; whereupon, any of the owners whose ground will be taken by such street, may forthwith petition the Court of Quarter Sessions to assess the damages which such owners may sustain by the opening of such street; and if the same be not paid within one year, may sue said city for the recovery thereof; *Provided*, That security shall be given by said city to the owner for the payment of such damages before his ground shall be actually taken, and the city may indemnify the persons entering such security; and no proceedings to assess the damages on any street on such plan shall lapse by the delay of a year in paying such damages. It shall be lawful for councils to institute an inquiry as to persons benefited by the opening of any new street, and to withhold appropriation for the opening of same until the persons found to be benefited shall have contributed according to the benefit to be derived therefrom, towards the damages awarded to the owners, whose ground will be taken therefor; but in no instance shall the contribution exceed the damages awarded for the ground taken."

ACT OF APRIL 1, 1864.

"When any street, in the City of Philadelphia, is ordered to be opened, in accordance with law, the jury appointed to assess the damages for said opening, after having determined the amount of said damages, and to whom they shall be paid, shall also make inquiry as to the advantages of opening said street, to property in the immediate vicinity of the same, and said jury shall determine what amount of damages, if any, shall be paid by the City of Philadelphia, and what amount, if any, shall be paid by the property owners benefited."

"If the jury determine that the property owners shall pay said damages, or any part thereof, it shall specify the properties benefited, and state the amount each is benefited; and due notice having been given, by advertisement, or otherwise, as the court may direct, of the award of the jury in the case; when said award is confirmed by the court, the street shall forthwith be opened by the proper authorities of the City of Philadelphia; and said city shall pay, to the respective owners of the property damaged, or their legal representatives, the damages so assessed for said opening."

"When the court has confirmed the award of the jury as aforesaid, the solicitor of the City of Philadelphia shall notify the property owners benefited, of the amount assessed against the property of each, and have delivered to them bills for the sums so assessed; and if said assessments are not paid, within thirty days after delivery of the bill, said solicitor shall without delay file a claim in the proper court, for the amount thereof, against said property, which claim shall be a lien against the premises assessed, and shall be collected in the same manner as municipal claims are now, by law, collected."

#### ACT OF MAY 13, 1857.

"The councils of said city, whenever they shall select any square, or other area of ground, to be laid out and maintained forever as an open public place or park for the health and enjoyment of the people, shall have the power, if they cannot agree with the owner or owners thereof as to the price, to cause a petition to be filed in the Court of Quarter Sessions of the City and County of Philadelphia, on behalf of said city, setting forth by proper metes and bounds the grounds so selected, and that by ordinance the said councils have appropriated the same for said purpose; whereupon the said court shall appoint a jury to assess the damages in the manner now provided by law, and the proceedings thereupon shall be the same and with the like effect, as upon the assessment of damages for the opening of streets in said city."

#### ACT OF JUNE 26, 1895.

"It shall be lawful for and the right is hereby conferred upon the cities of this commonwealth to purchase, acquire, enter upon, take, use and appropriate private property for the purpose of making, enlarging, extending and maintaining public parks within the corporate limits of such cities, whenever the councils thereof shall, by ordinance or joint resolution, determine thereon.

"In exercising the power aforesaid all proceedings for ascertaining damages and assessing the benefits incident thereto shall be in accordance with the law authorizing cities of this commonwealth to acquire, by purchase or otherwise private property for public park purposes."

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